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U. S. Army Photograph

THE JUDGE ADVOCATE GENERAL

MAJOR GENERAL THOMAS H. GREEN, The Judge Advocate General of the Army, entered military service in 1913 as a private in the Massachusetts National Guard. He was commissioned a second lieutenant of Cavalry, Regular Army, in 1917, and served throughout the Meuse-Argonne offensive in World War I. A law graduate of Boston University, he was awarded a Master of Laws degree by George Washington University in 1923. In 1924, he transferred to the Judge Advocate General's Department. He was graduated from the Chemical Corps School in 1930 and from the Army Industrial College in 1938. After duty in the Judge Advocate General's Office and as judge advocate for various commands in the field, he was named Judge Advocate of the Hawaiian Department in 1940, later becoming Executive to the Military Governor, Hawaiian Department. He was named Assistant Judge Advocate General, United States Army, in 1943, and Deputy Judge Advocate General in 1944. He assumed his present duties in December 1945.

NEW CONCEPTS IN MILITARY JUSTICE

By

MAJOR GENERAL THOMAS H. GREEN

The Judge Advocate General of the Army

LIKE any man-made system, the best laws and the finest rules of procedure for dispensing military justice cannot, in themselves, eliminate all possibility of malfunctioning and mistrust. The circumstances under which the law is administered, as well as the purposes which must be served by the law, must be understood and appreciated—both by those in the Army and by the citizenry as a whole. Only then can the hoped for ideal be achieved.

The inherent differences between the static civilian community and the vast mobile community that constitutes an Army force are not always fully understood. The problems of law enforcement in a city the size of Chicago, for example, would be far different if that city's inhabitants were transported to a foreign land, split into units separated by varying distances, and moved as a body into the face of a determined enemy.

The Army, regardless of the distances that may separate its units, is and must be a closely woven organization composed of units entirely dependent on one another. Teamwork is essential. Regardless of difficulties, each member of the team must carry out his assigned task without hesitation. If teamwork or coordination is either lacking or half-hearted, irreparable damage may be sustained. For in war the lives of many, and victory itself, may depend upon the diligent and obedient performance of duty by one person.

The same degree of interdependence and individual responsibility does not normally obtain within the stable civilian community. While it is true that each member of the group is obligated to obey the law and to conduct himself in such a manner as not to interfere unduly with the rights of other members of the community, it is not essential or required that he do more. In a civilian community, the failure to perform

a positive duty, or the commission of an offense, does not ordinarily have the same far reaching effect that such failures or wrongful acts have in an army operating against the enemy.

The civilian watchman or policeman who deserts his post may be responsible for the loss of his employer's property or even for the loss of life before his defection is discovered. But his dereliction is not far reaching in its effect; and the need for speedy justice is not pressing. If he is to be punished, it will usually be found that the witnesses reside in the locality, that the defendant may be freed on bail, and that justice may be done months later by a civilian tribunal. The military watchman or sentinel who deserts his post in time of war, on the other hand, may be responsible for the loss of many of his comrades, even the loss of a battle, and, indeed, the military downfall of his nation. The sentry who deserts his post may open the way to enemy infiltration and to the butchery of his comrades in arms. The shirking soldier leaves his duty to more worthy men who may be called upon to die in closing the breach. The soldier's failure to fulfill his responsibilities is an offense not to be excused because of discomfort, fatigue, or hunger.

The military commander, on his part, is responsible not only for the safety of his men, but for the successful accomplishment of his mission. To accomplish his mission, the commander must have a well disciplined unit. To maintain discipline, he depends, first, upon good leadership. His unit must be well fed, well clothed, well trained, and well led. Even in the best units, however, there are breaches of discipline. Most derelictions can be corrected by minor disciplinary action short of court-martial. When resort must be had to courts-martial, summary courts—which are limited in their power to punish—are used whenever possible. Even so, in an Army composed of millions of men, there are those who commit grave violations of both civil and military law which may require heavy penalties. In such cases, a general court-martial, having the power to impose an appropriate penalty, is convened.

The trial of the military offender must, under all circumstances, be fair. Fair play is not only an implicit American trait; it also inspires cheerful adherence to discipline. Also, the trial must be expeditious. It is the responsibility of the commander to let his men know speedily that justice has been done. This allays any mistrust that may arise as to the efficiency of the leader or any doubt that the commander is doing

all in his power to safeguard his men and his nation.

Even though military justice may be administered with speed, thoroughness, and fairness, misunderstandings may arise due to the differences inherent in the make-up of civilian and military communities. This is particularly true when millions of men must be trained speedily to defend the nation.

During mobilization training in World War II, there was little opportunity to inculcate in new recruits the broad military background of the professional soldier. Training was limited, in great part, to instruction which was essential to proficiency in combat. As a result, the principles of military justice were not universally understood. Some commanders lacked training in the administration of justice; and there was an insufficient number of men schooled both as soldiers and lawyers. Actual deficiencies, however, were comparatively few, and these stemmed in major part from a lack of understanding of the nature of military law.

American military law first came into being on 30 June 1775. On that date, the second Continental Congress adopted a set of Articles to govern the armies then being raised to prosecute the war for independence. These Articles, derived for the most part from the British Code, formed the basis for our present system of military jurisprudence. Although there were numerous amendments to the early Articles, the code remained basically unchanged until World War I.

During the early part of World War I, certain mutineers started a riot which ended in the death of several persons. They were apprehended, sentenced to death by court-martial, and promptly executed. Although the commander of the department acted in accordance with the law as it existed at that time, there was nevertheless severe public reaction. Many persons believed that the executions had been carried out too summarily and without sufficient opportunity for appellate review.

The demand for reform led the War Department, in January 1918, to issue General Order 7, providing that before any severe sentences—such as death, dismissal, or dishonorable discharge—could be ordered executed, a review of the case in the Office of the Judge Advocate General was required. A Board of Review was established in the Office of the Judge Advocate General for this purpose, marking the beginning of automatic appellate review of general courts-martial sentences.

General Order 7 did not wholly satisfy the critics, who maintained that courts-martial did not offer legal safeguards of in-

dividual rights comparable to those existing under civil criminal procedure. The critics urged that the administration of military justice should be placed under the jurisdiction of a civilian court, similar to a United States Circuit Court of Appeals. Their views were vigorously opposed. It was pointed out that, as a general principle, an accused soldier or officer should be accorded the right to have his case reviewed by military men fully qualified in the law—men thoroughly cognizant of their military responsibilities, judicially free from any suspicion of political influence, and, by reason of their training, familiar with the cause and effect of military offenses. The Congress, recognizing this principle, rejected the proposal for control by the civil courts and enacted instead the amended Articles of War of 1920. These amended Articles were the forerunners of the present code. Not only was the Board of Review in the Office of the Judge Advocate General given a statutory foundation, but firm provision also was made for the automatic and judicial appellate review of all general courts-martial cases.

To implement the amended Articles of War, the *Manual for Courts-Martial, 1921*, was prescribed. A condensed and simplified edition, published in 1928, continued in force until 1 February 1949. Under it, the Army, during World War II, administered criminal jurisdiction over more than ten million of its members. The task was stupendous; and the results were generally praiseworthy. But at the close of hostilities, the Army court-martial system again was made the target of attacks. Some of the criticism perhaps was merited; but much of it lacked factual basis. This was due to a misunderstanding of the circumstances under which the Army system of jurisprudence must operate in time of war.

In March 1946, Secretary of the Army Kenneth C. Royall, then Under Secretary of War, secured the appointment of the War Department Special Advisory Committee on Military Justice. This Committee of eminent jurists and lawyers, headed by Dean Arthur T. Vanderbilt of the New York University Law School, undertook a study of the administration of military justice in the Army. It sought possible improvements in the existing system, based upon experience gained in World War II. The Committee, after extensive investigation, reported that the Army system of justice was excellent in theory, that it was designed to secure swift and certain justice, that innocent men were never convicted, and that the guilty were seldom acquitted. The report paid tribute to the outstanding manner in which

the Army carried out its obligation to the millions of men who served in World War II.

Although the Vanderbilt Committee found that the system of military justice was basically sound, it recommended changes designed to make the system more efficient, and to free it of all appearances, however ill-founded, of unfairness. The Army was urged to use, to the fullest extent, the legally skilled men within its framework. In some instances it was found that, although the innocent were not punished, sentences imposed upon the guilty were not always uniform in degree. Safeguards therefore were proposed to prevent action that might undermine confidence in the fundamental fairness of courts-martial administration. It was recognized that any mistrust in the minds of military personnel is detrimental to morale, and that weak justice makes bad discipline.

After consideration of the Vanderbilt Committee report, as well as a report by the Committee on Military Affairs of the House of Representatives, 79th Congress, the War Department presented to the 80th Congress a draft of legislation for modifying the Army military justice system. The proposed changes, including many recommended by the Vanderbilt Committee, were incorporated in legislation passed by both houses of Congress on 19 June 1948 and approved by the President on 24 June 1948. The amended Articles of War became effective 1 February 1949.

These Articles—implemented by the newly issued *Manual for Courts-Martial, 1949*—provided a substantial foundation for remedying both the lack of understanding and the deficiencies observed during World War II. The *Manual for Courts-Martial* has been rewritten in simple, non-legal language. Parts of it have been simplified and expanded, particularly those sections which deal with matters which all new soldiers must know and understand. Additional safeguards are set up to protect the rights of the individual. They make mandatory the use of trained military lawyers in positions which require professional knowledge or legal training.

Under the revised system of military justice, a soldier or officer, when accused of a crime, will have a right to counsel at the formal pre-trial investigation. The investigator is required, not to build up a case for the prosecution, but to investigate fully matters in both defense and prosecution. This is a right not normally available to every accused in civilian life.

The law member of a general court-martial, whose duties are

comparable to those of a trial judge, must be an officer trained as a soldier and as a lawyer. Both qualifications are equally important. Every accused who is convicted by a court-martial—even by inferior courts limited to the adjudgment of a maximum of one month's confinement—has his case examined in the office of a judge advocate after the sentence is approved.

Every accused who is tried and sentenced to punishment by a general court-martial, regardless of whether the penalty is only a small fine or forfeiture, has his case reviewed in the Office of the Judge Advocate General. Before an approved sentence to punitive separation from the service or to penitentiary confinement may be executed, it must be examined by a Board of Review composed of three officers trained both as lawyers and as soldiers. Every accused who is sentenced to dismissal or to life imprisonment knows that before his sentence is executed it must be examined, not only by a Board of Review, but also by a Judicial Council, composed of three general officers of The Judge Advocate General's Corps. A death sentence may not be ordered executed until it has been approved by the President of the United States himself. These safeguards, and automatic appellate review, are found only in the United States Army. No other army in the world, nor any civil system for the administration of justice, provides equivalent safeguards.

The administration of justice in the United States Army can become the model for all armies and civil systems. To assure its effective operation, however, an appreciation and understanding must be fostered in every echelon. To this end, a vigorous and continuing program of instruction in the administration of military justice is being conducted throughout the Army.

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The leader must know his business, and the men must know that he knows. War is a terribly serious business, and our citizen soldiers want their lives protected by experts. They may tend to belittle the Regular Army in times of peace; but, when war comes, our citizens want to feel that their lives and fortunes are in the hands of professionals. It is the duty of Regular officers to devote their lives to providing this professional leadership.

From an address to the graduating class, United States Military Academy, by Major General Maxwell D. Taylor

THE ARMY'S TASKS IN A CHANGING WORLD

THE largest single task of the Department of the Army has been that of occupation in Germany and Japan, Korea, Austria, and Trieste. This is in addition to the Army functions in Greece, Turkey, China, and Iran. There have been problems common to all occupied countries—the provision of food and necessities for the population (handled in Austria by the State Department); currency; and economic recovery.

The food problem and the provision of necessities, commonly called GARIOA (Government relief in occupied areas), has been a tremendous task. It has involved providing a large part of the food and necessities for 148 million people. The expenditures have reached \$1,300,000,000 a year. Under the program, the calorie level and the variety of the diet has been increased in all the occupied countries to the extent that health is no longer in danger and constructive physical work is possible.

Another phase of the German and Japanese occupations has been the constant effort to rehabilitate the economy of these countries—both in order to build healthy, democratic nations and in order to relieve the United States eventually from its large expenditures in occupied zones.

Since the early days of occupation there has been an important evolution in its philosophy. The punitive element has decreased in emphasis with the progress of programs and the lapse of time. The desired objective has tended more and more toward building the occupied countries into nations which are economically self-supporting and strong. This, in turn, has brought on a change in point of view and some modification of existing policies.

The economic recovery of both Germany and Japan has continued during the period covered in this report. In August 1947, an important step toward German economic recovery in

Based on and extracted from the Annual Report of the Secretary of the Army. The report covers fiscal year 1948, with coverage in some sections extending to January 1949. The full report is obtainable from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

the bizonal area was taken when the level of industry, originally fixed for Germany, was raised. A similar course has been followed in Japan.

The entire recovery program in Germany and Japan has been closely tied in with the question of reparations and plant removal—and with the question of prohibited industry. The Department of the Army has recognized the importance of preventing future German and Japanese rearmament and the necessity of complying with agreements with other nations who are carrying out their agreements with us. But at the same time the Department has consistently urged that, subject only

Today, in Germany, Austria, Trieste, Japan, Korea, and the Ryukyu Islands—areas widely separated both by distance and tradition—the American Army has the mission of administering or supervising the affairs of 150 million former enemies and foreign nationals.

The overall objective of this mission, as established by international agreements, surrender instruments, and policy directives to the military commanders, is to establish peaceful and responsible communities which will never again constitute a threat to the peace of the world.

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to these considerations, enough plant capacity must be left in Germany and Japan for present and reasonable future industrial development. These matters have been restudied from time to time. With the advent of the Economic Cooperation Administration, with its responsibility for European recovery, decisions in Europe on reparations have in large part been deferred to that organization.

Great attention is being given to the creation of democratic governments in western Germany and in Japan. In both nations there is emphasis on democratic education.

In view of the impossibility of obtaining agreement on a government for all of Germany, plans were made to allow the western Germans to set up a provisional government. The French zone, as well as the British and American, have been included.

There have been many other occupation problems—for example, the handling of displaced persons (on which the Army has received universal commendation), the collection and exportation of scrap so badly needed in the United States, the conclusion of the denazification program, the decartelization of industry in Germany and the reasonable deconcentration of

business organizations in Japan, and the completion of the distasteful and necessary trials for atrocities and other war crimes.

The Department has sought on numerous occasions to rid itself of the responsibility for occupation. Definite plans had been made to turn over the German Military Government to the State Department, but the Berlin situation caused a postponement of this change. The Department of the Army has reduced its commitments in Korea. It is hoped that eventually the Department will be relieved of all responsibility for occupation in all parts of the world.

The most dramatic and most serious problem that has confronted the United States Government in the occupied countries has been in Berlin. In March 1948 a series of restrictive measures was instituted by the Russians which culminated, in June, in a blockade of road, rail, and barge traffic between the western sectors of Berlin and the western zones of Germany. There was first a desultory effort to justify this on the grounds of technical road and rail difficulties; but this pretense was soon abandoned and it became apparent that Russia was seeking to force the British, French, and Americans from Berlin.

Later in June, the Americans instituted a currency reform in the western zones. The Soviet authorities had an opportunity to join in this reform and to make it applicable to all Germany; but they failed to do so. Immediately upon the new western currency becoming effective, Russia issued a new currency in the Soviet zone and at the same time tightened the blockade.

The ability of a public servant such as the Army to do a job depends upon the degree to which the people, the Congress, and the President are willing to provide men, money, and materials; and these will be furnished only when the people understand the reasons for and have confidence in their Army. The Army, therefore, has tried to make available, frankly and promptly, information to which the public has a right.

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The American answer to the blockade has been an air lift of personnel and supplies into Berlin—commonly referred to as Operation Vittles. While there has been some hardship and considerably reduced production in Berlin, the essential needs of the American and German populations have been supplied—and can be supplied in the future.

This operation has reflected great credit on the Army and, particularly, on the Air Force. It has also created a great and

favorable impression throughout Europe. The Secretary frequently has expressed extreme admiration of the pilots and others who have made the operation succeed by their courage, initiative, and stamina.

From the beginning of the blockade, and up to the present time, the situation in Berlin has been tense. In the beginning, and from time to time thereafter, vital decisions had to be made. The dividing line between operations in Germany (for

Occupation is an expensive business. By 1 November 1948 the cost to the American taxpayer had exceeded 2.5 billion dollars for government and relief in occupied areas. The cost of troop pay and maintenance (exclusive of the sizeable indirect costs in the zone of interior required to support an army of occupation) has risen beyond 4.5 billion dollars, and, in addition, expenditure for economic rehabilitation projects has amounted to over 42 million dollars.

These expenditures are not solely for a great humanitarian purpose. They were originally designed—and still are—to avert famine, disease, and unrest, which otherwise would have spread chaos and human suffering in the former enemy countries and would have left the world in tumult and misery.

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which the Army is responsible) and general policy questions (for which the State Department is responsible) has been so finely drawn that, in practice, the policy decisions have usually been made jointly in Washington by the Army and State Departments. There have been full discussions on the Berlin problem and no differences in opinion. During all this period, the effort has been to stand firmly for American rights without being truculent. Often the decisions have been close ones, where an error on either side was entirely possible. Fortunately, up to this time, war has been avoided and America's position has been maintained. A large part of the credit for this successful result belongs to our military governor in Germany, General Lucius D. Clay.

The Soviet representatives have resorted to constant threats—against the airlift and against the people of Berlin. In their aim to destroy the legal city government, they have fomented mobs and have unlawfully seized buildings and property. This has not deterred the airlift, and has only created a determination in the German people, including those in Berlin, to adhere to the cause of free and truly democratic government.

The future of the Berlin situation—just as the future of other

situations involving the Soviet Union—is hard to prophesy. It is difficult to deal with a nation which has no compunction against the use of threats and force and oppression to attain its desire. We cannot and will not surrender our rights or our principles. We will continue to do everything decently possible to avoid war.

Other Accomplishments

The period of international tension described above has increased the complexity of existing problems, and has led to an increase in the authorized size of the Army to the largest peacetime figure of all time, except during actual mobilization or demobilization.

A problem of special complexity was the separation of the Air Force from the Army and the establishment of the Department of the Air Force. As of 1 January 1949, this separation was 95 per cent completed; there has been no material deviation from the original outline; and there has been no single controversy between the Army and the Air Force.

The War Department has always been a strong advocate of unification, and the Department of the Army has fully and consistently supported it, in principle and in practice. It will continue to do so.

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One fundamental inadequacy in the unification law is a lack of clearly drawn lines of demarcation of authority. A Joint Chiefs of Staff organization without a military head empowered to make decisions, resolve differences, and limit debates, is an organizational anomaly. There is an obvious and urgent necessity for such a head. The need for building up the central organization of the Secretary of Defense and demoting the so-called autonomous importance of the three Departments in the National Military establishment is apparent.

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The strength of the Army authorized by the 80th Congress was 900,000 (as of 30 June 1949) of which 110,000 were to be one-year trainees and 790,000 regular inductees. The present rate of enlistment of the one-year trainees indicates that the total (as of 30 June 1949) will not exceed 20,000. However, in the absence of fund limitations, the 790,000 could, of course, be obtained, within the scheduled time, from volunteers and inductees. The funds made available for the Army as of 31 December 1948 will permit a total Army of 668,200.

The authorized strength of the Army would provide for a general reserve of some 273,000 in the United States, in addition to our occupational and other oversea requirements, and would provide the logistical and other support required. It is believed that with 900,000 men the Army would, in event of war, be able to defend the mainland of America, protect vital island and oversea bases, support the first initial air attack against an enemy, delay to some extent initial enemy advances, and provide the basis for rapid expansion.

In general, plans for extensive field exercises contemplate at least one full-scale division exercise in fiscal year 1949, and provide for field training of all units in the United States during the fiscal year 1950, with emphasis on airborne and air-transported maneuvers and with concurrent consideration for amphibious, Arctic, and other special type exercises.

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The Army also has placed great emphasis on the National Guard and Reserves. At present there are 27 National Guard divisions which, with other troops, have a total personnel strength of approximately 302,000 (Army and Air). There are 748,000 on the rolls of the Organized Reserve Corps. This number has been screened with a view to determining definitely how many will remain active. Reserve units are organized as rapidly as funds, training personnel, and equipment permit.

Since the organization of the "new Army" began, considerable attention has been given, necessarily, to personnel matters. Women's Army Corps legislation has been passed. Many Reserve officers have been continued on or called to extended active duty. The right of enlistment has been extended to many partially disabled combat veterans. The number of warrant officers has been increased. Difficulty has been encountered in obtaining junior officers, medical and dental officers; and this problem is receiving constant attention.

In consonance with the Gillem Board report on race relations, additional Negro units have been added, and such units are now in almost all services. The admission of Negroes to schools and to specialized units has continued. Three new Negro ROTC schools have been authorized, and there has been an increase of 23 Negro officers commissioned in the Regular Army. Of the 214 officers offered commissions from ROTC schools on 30 April 1948, 6 per cent were Negroes—the largest percentage ever commissioned in the Army from such schools.

There is now a larger percentage of Negro officers in the Army than ever before in peace or war.

The information and education program has been continually broadened, as has the United States Armed Forces Institute. A career guidance program has been instituted, with opportunities for definite Army careers up through the warrant officer grades. A job analysis program will provide equal pay for equal skills. Army-wide competitive examinations will constitute the path to promotion.

Army health today is the best on record. The venereal disease problem has been attacked both directly and through the character guidance program. Since July 1947, the venereal rate has decreased by 38 per cent. The character guidance program has produced definite results in church attendance and has contributed to improving morale. We have a higher type young man in the service than ever before; witness their recent fine record overseas.

Housing has been improved to the extent permitted by available funds. However, housing is one field in which the lack of money is a serious handicap. The new military justice bill and the new court-martial manual mark significant improvements in military jurisprudence. The food service program has continued with good results.

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Soldiers must understand the place of the Armed Forces in our society and must comprehend that the military is only one instrument of national policy, being always subordinate to the control of the civil government. Every soldier must appreciate that he is a citizen and that citizenship grants responsibilities as well as privileges. The highly complex methods and weapons of modern warfare also require that the members of one service understand the functions and problems of the other Armed Forces.

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In the field of logistics, a major accomplishment has been completion of the new Joint Procurement Regulations, which are adapted to use in wartime as well as in peace. While Army procurement is far below the wartime volume, it still covers a wide field, including foodstuffs and other supplies for the occupied countries and purchases for other departments and agencies, including the International Refugee Organization. Progress has been made on joint specifications. A serious logistical problem is the deterioration of military equipment, due to lack of funds and lack of personnel.

The field of Army research has been broadened and a new system of analysis inaugurated, which should reduce both research duplications and gaps.

In the field of industrial mobilization, the Army is maintaining 65 stand-by plants and 32,241 stand-by items of machine tools, machinery, and industrial equipment. Forty-four other plants have been sold or leased with a "national security clause," making it possible for the facility to be repossessed by the Government in an emergency. Settlement of war contracts has been completed and almost all surplus property problems are behind us. The large and necessary backlog of contract renegotiations has been eliminated, leaving only a few isolated cases. The total direct recoveries since the beginning of renegotiation have grown to 11.4 billion dollars, of which 4.2 billions are contract adjustments, and 3.9 billions recovered taxes. War accounts claims have been settled, and all other claims settlements substantially completed.

Another inheritance from the war period is the large number of court-martial prisoners. The clemency program has been actively followed, as has the parole system. Consequently, from 1 July 1947 to 31 October 1948, despite approximately 7683 additional prisoners resulting from new convictions during that period, there has been a net decrease of 5726 in the number now incarcerated by the Army or held in Federal prisons at the instance of the Army. Rapid progress has been made in providing useful work for these prisoners, with a resulting improvement in prisoner morale and a reduction in prison incidents.

Some of the most important and far reaching activities of the Army are its civil functions. One of these is the government of the Canal Zone and the operation of the Panama Canal and the Panama Railroad, including its steamship line. The general civil works of the Corps of Engineers has set a record for importance as well as for dollar expenditures. The projects assigned to the Army involve Federal expenditures of 4 billion dollars. This program, together with other related Government programs, has helped bring prosperity to America—prosperity through more and better transportation facilities, through increased electric power, and through reclamation and irrigation of arid lands. And farms and homes and cities have been protected from the devastating effect of destructive floods. It is estimated that 6 billion dollars more will be required to complete the work which has been authorized by Congress but not yet undertaken—and in part not yet covered by appropriations.

CIVIL AIR PATROL— USAF AUXILIARY

By

MASTER SERGEANT WILLIAM M. FORMAN, USAF

DURING six short weeks last spring, fifteen inches of rain—more than a year's supply—fell on the northwest United States. Bridges were washed out, and roads were hub deep in mire. In a remote section of Glacier County, Montana, a rancher lay desperately ill. The nearest hospital was fifty-five miles away; roads were impassable.

Hearing of the man's plight, a neighbor notified the Air Force Liaison Officer of the Civil Air Patrol. An L-4 type liaison airplane immediately took off and rushed the stricken rancher from his home to the hospital in less than an hour. This flight, which saved a sick man from death, is but one example of the many mercy missions flown each year by Civil Air Patrol pilots.

In extremely dry weather the Civil Air Patrol cooperates with state forestry services by flying fire patrol missions. Last fall in Vermont, local Civil Air Patrol pilots and observers flew between 13,000 and 14,000 miles on patrol. During a nine-day period, one hundred and thirty-one missions were flown, sixteen new fires were reported to fire wardens, and accurate information was supplied concerning the size, location, and direction of several active fires. Wardens frequently flew as observers and directed fire fighters and equipment by air-ground, two-way radio.

Although it performs such purely civilian missions, the Civil Air Patrol now is an official auxiliary of the United States Air Force—in recognition of the many military services performed

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USAF Photo

A CAP pilot receives final route briefing before taking off in his L-4 plane on a winter mission.

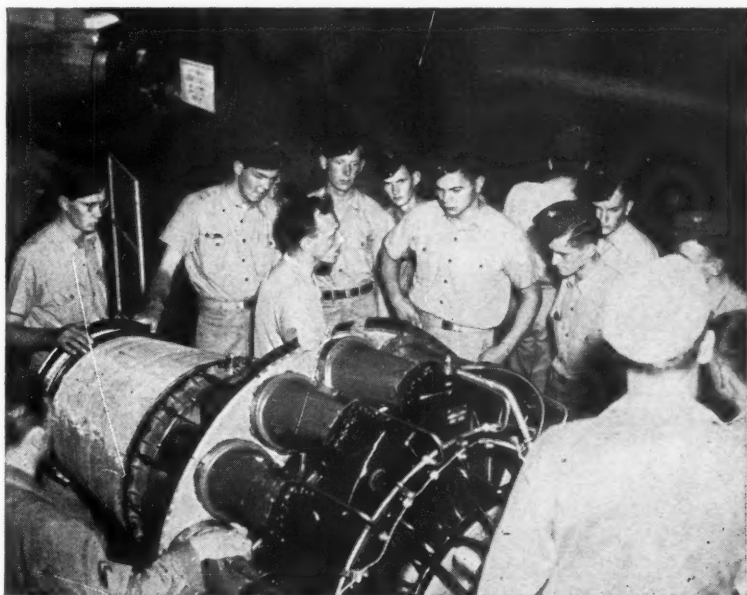
by the CAP during World War II. The organization was founded on 1 December 1941, under the Office of Civilian Defense. In April 1943, it was transferred to the jurisdiction of the War Department. During World War II, the CAP manned, developed, and equipped twenty-one coastal patrol bases, covering the Atlantic and Gulf coasts from Maine to Mexico. Members of the CAP Coastal Patrol flew more than 24,000,000 miles over water during the antisubmarine campaign. They spotted 173 submarines, dropped bombs and depth charges against 57, and are officially credited with sinking or damaging at least 2, in addition to those destroyed by airplanes or by ships summoned by CAP. CAP pilots also flew thousands of hours on border patrol and on courier missions; they towed aerial gunnery targets and tracked for guns and searchlights.

Air Medals recently were awarded to 824 pilots of the CAP Coastal Patrol in recognition of their wartime service. Awards were made only to those members who had flown at least 200 hours in actual over-water reconnaissance in their light, land-based planes. Certificates of honorable service have been ap-

proved and will be issued in the name of the Secretary of the Air Force to personnel who supported such flights.

During emergencies, the Civil Air Patrol takes an active part in relief work. Each local unit is prepared to work with military, state, municipal, or relief authorities, utilizing CAP airplanes, radio equipment, cars, and personnel. CAP cooperates—in the air and on the ground—with many other public agencies, such as the Civil Aeronautics Administration, the Coast Guard, the Federal Bureau of Investigation, and the American Red Cross. In floods, tornadoes, hurricanes, blizzards, fires, explosions, and railway wrecks, CAP has saved many lives and has averted extensive property damage. In floods, CAP pilots drop warning messages, observe the extent of damage, and spot persons or livestock in distress. They often join in searches for missing aircraft, both military and civilian.

A recently established Air Force policy provides that, under mobilization conditions, the Civil Air Patrol will continue as a permanent auxiliary of the Air Force and will remain a volun-



USAF Photo

Canadian air cadets inspect United States Air Force equipment on a CAP-sponsored visit to Chanute Air Force Base, Illinois.



USAF Photo

A CAP pilot drops low to identify "survivors" during an over-water training flight.

teer, civilian, semi-military force. During a war period, it would assist the military and civilian agencies in some of the following ways: It would maintain a minimum pool of 100,000 carefully selected cadets, trained in ground and pre-flight subjects, as a source of personnel procurement for the Air Force. It would provide antisubmarine patrol along the sea frontiers of continental United States, Alaska, and the Hawaiian Islands, if required by the Air Force or the Navy; as well as patrol service along the southern border of the continental United States. It would provide courier, mail, and light transportation services; flights for radar tests, tow target flights, and noncombat reconnaissance flights. During periods of emergency, it would assist ground traffic control agencies by aerial reconnaissance. It would patrol transportation and pipeline facilities, public utilities, and natural resources; and it would fly emergency missions for Federal and state agencies and for war industries.

Liaison between the Civil Air Patrol and the United States Air Force is maintained by an Air Force liaison officer in each of the 51 Wings and by a staff of USAF personnel at Civil Air Patrol National Headquarters, Bolling Air Force Base, Washington, D. C. The liaison officer in each wing is available for consultation and assists in the organization of training programs. He may be called upon to advise instructors and CAP officers in training methods and techniques.

The Civil Air Patrol is composed of approximately 163,000 volunteers, of whom 118,000 are active members, senior and cadet. There is a wing headquarters in each of the 48 states, the District of Columbia, Hawaii, and Alaska. A wing commander in each headquarters directs all CAP activities in the wing and reports to the national commander. As in the United States Air Force, the CAP wings are sub-divided into groups, squadrons, and flights. In the smaller states, there are no group commands. A typical local unit is a squadron of 50 to 200 senior members, or a flight of 10 to 60 members. Each senior unit may form a similar unit of CAP cadets. Approximately 20 per cent of CAP members are women and girls.

Nearly half of the 83,000 senior members are pilots, and many own planes, either individually or through clubs. The organization is growing rapidly, adding nearly 1000 new members each month. Membership is limited to United States citizens, or to aliens who have made legal declaration of intention. The minimum age for membership is 18, and the only physical requirement is that the applicant can have no moral or physical

condition which may be injurious to the health and safety of himself and others in the performance of his duty.

More than 35,000 boys and girls between the ages of 15 and 17 participate in the CAP cadet training program. These young air enthusiasts are given ground training by the 83,000 active senior members. They are trained in map reading, theory of flight, meteorology, navigation, aircraft structures, engines, instruments, crash procedures, and civil air regulations—a far wider range of subjects than is required for a private pilot license. Military subjects include infantry drill, safeguarding military information, guard duty, military correspondence, and organization of the United States Air Force. Two-week summer camps are held each year. The Civil Air Patrol does not give flight training, but encourages all members to learn to fly by purchasing flight time from private operators. In many areas, funds have been donated to give flight scholarships to outstanding members.

An important project of the Civil Air Patrol is the nationwide "ghost network" of radio stations which has been set up with the aid of the Armed Forces. More than 900 of these stations now blanket the Nation with a virtually sabotage-proof communications network, which can go into instant action to supplement regular communications channels in the event of an emergency. In addition, 2000 mobile stations are being prepared, utilizing cars, trucks, and boats equipped with auxiliary power units. This system proved its value during the recent Florida hurricanes, providing emergency service when normal communications were blacked out.

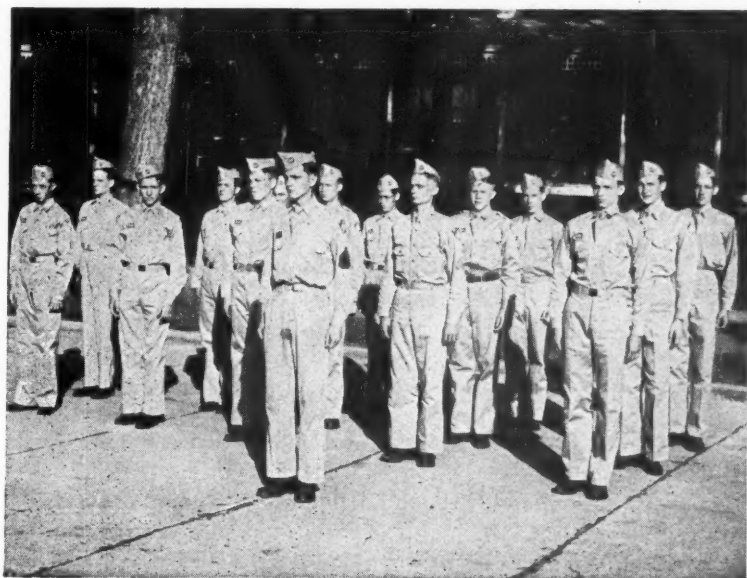
Other Civil Air Patrol projects include air-marking cities and towns as an aid to navigation; air tours to bring aviation closer to the general public; air shows to raise funds to pay for cadet flight scholarships and to run the wing business; an annual model building contest; national drill competition; and an annual exchange of cadets with the Air Cadet League of Canada.

The United States Air Force aids its official auxiliary through the gift or loan of obsolete and surplus equipment. Many L-4 type liaison aircraft are on loan to the CAP and are being used for orientation flights and for search-rescue missions. A limited number of radio transmitters also are on loan for use in the communications network. Link trainers, obsolete aircraft for classroom instruction, and many other types of training equipment have been made available by the Air Force, Army, Navy,

and Coast Guard. The Air Force also provides gasoline and oil for authorized search and rescue missions.

The CAP supports civil aviation in many ways. By training thousands of cadets in pre-flight subjects, by encouraging interest among their parents, by training adults, and by spreading aviation knowledge throughout whole communities and areas, the Civil Air Patrol has helped create a demand for light airplanes, flight training, airports and landing fields, and for commercial feeder and airline services. Its training program, the voluntary discipline of its pilots, and the nation-wide co-operation of CAP units with the Civil Aeronautics Administration air marker program—all serve the cause of safety in flying.

The ultimate goal of the Civil Air Patrol is to have 100,000 highly trained flying and technical personnel who will be qualified and readily available, should an emergency arise, to fill positions in commercial and military aviation—ready to take an active part in the Nation's defense.



USAF Photo

Cadets fall in for inspection during a CAP summer encampment at Offutt Air Force Base, Nebraska.

CAMPUS ON THE POST

By

MAJOR DOUGLAS W. FINLAYSON

WHEN the mid-year semester rolled around this year, more than two thousand soldiers in the United States started back to college, just as did their civilian brothers and sisters. Unlike the collegians who attend daytime sessions, however, the serviceman goes to college evenings. He may commute to a nearby college or university; or he may find, as part of the far-reaching Army Education Program, that the college has been transplanted to the Army post.

Any qualified officer or enlisted member of the Army may attend college classes—at the college itself, or on the post—with part of the expense defrayed by Department of the Army funds. The Army pays 75 per cent of the tuition up to \$25 for each course. The student pays the remaining 25 per cent, plus laboratory and matriculation fees and the cost of textbooks. If he is a World War II veteran, he may use the benefits available under the GI Bill of Rights to defray expenses. Similar provision is made for members of the Air Force. Both Army and Air Force funds are administered by the Army-Air Force Troop Information and Education Division. (D/A Memorandum 85-40-1, 7 May 1947, and Change 1, 2 February 1948.)

An outstanding example of the campus-on-the-post program is at Fort Belvoir, where the Catholic University of America has been operating a University Branch since the fall of 1947. As early as January 1947, the surge of new developments in science and research led the Commanding General of the Engineer Center to plan for an off-duty program that would provide accredited courses for the personnel of the post, both military and civilian.

An informal educational committee was organized comprising representatives from the major divisions of the Engineer Center. Questionnaires were circulated to determine the needs and in-

MAJOR DOUGLAS W. FINLAYSON, CE, is Troop Information and Education Officer, The Engineer Center, Fort Belvoir.

terests of potential students. Letters were sent to eight universities in the area, telling them of the preferences expressed in the questionnaires, asking for their comments, and inviting their representatives to visit Fort Belvoir. After considerable correspondence and many conferences, the committee selected Catholic University, Washington, D. C., as best fulfilling its requirements.

The decision was based on the following considerations: As a member of the American Association of Universities, Catholic University's credits would be accepted by the associated universities if the student was transferred to another station. The university was willing to grant the local program branch status, so that study at Fort Belvoir would be credited as resident study at the university proper. This would enable post personnel to satisfy residence requirements for a degree. The university's academic standing and proximity to the post were other factors. At a conference of Catholic University representatives and the Fort Belvoir educational committee, an agreement was signed and classes began on 29 September 1947.



U. S. Army Photograph

A student enrolls in the courses conducted by Catholic University.

Under terms of the agreement, major and minor subject requirements for engineering students, undergraduate and graduate, are the same as those in effect at Catholic University. Admission credentials, application forms, and fees are collected by the branch registrar and forwarded to the main office of the university for review and final approval. The university passes on all applications; and it alone evaluates credits and grants degrees.

Enrollment in branch courses is open to the military and civilian personnel of Fort Belvoir, and to students from neighboring communities. Civilians pay the full tuition fee, those who are veterans receiving financial assistance under the GI Bill of Rights. Only military personnel on active duty are entitled to 75 per cent aid under the Army-Air Force Education Program. Tuition and fees are the same as at the university, except that no laboratory fees are charged. Students are charged at cost for breakage and special materials. Faculty appointments are made by the university, and the faculty is paid at the same rate as lecturers at the university. If the income from tuition fees fails to cover the cost of instruction, however, the branch may adjust salaries on a proportionate basis.

The branch's only expense is underwriting the pay of its instructors. To help finance this cost, the branch turns over all student fees and charges to the university. The university, in turn, pays its instructors in accordance with the branch's allocations. University personnel on the administrative staff are not paid by the branch. The calendar of classes, registration dates, and holidays is set by the university.

A permanent joint committee, consisting of three members each from the university and the Engineer Center, administers the Fort Belvoir Branch. Working in coordination with the committee are a registrar, a graduate dean, and an undergraduate dean from the university staff. The deans counsel prospective students on planned courses of study. An advisory committee on graduate study, composed of scientists from Fort Belvoir's Engineer Research and Development Laboratories, assists the committee in formulating the graduate curriculum. At monthly faculty meetings, the joint committee meets with the instructors and officials of the university and the Center, for an exchange of views and a discussion of special problems.

During the first semester, 121 students were enrolled in ten courses. Subjects offered on the undergraduate level were:

Freshman English, Mathematics Survey (Trigonometry, Advanced Algebra, Analytical Algebra, Analytical Geometry), Engineering Drawing, Introduction to Surveying, and Basic German. Subjects in the graduate field were Differential Equations, Soil Mechanics, Analysis of Rigid Frames, Microtechniques, and General Cytology. Qualified instructors for all except two of these subjects were found among Engineer Center personnel. After their qualifications were reviewed by the university, they were employed on the teaching staff.

With the beginning of the second semester in February 1948, the branch expanded its operations. Through arrangement with the university, courses in arts and sciences were added. Undergraduate courses in Chemistry, Public Speaking, Office Management, and European History were introduced. The graduate curriculum was enlarged by the inclusion of Introductory Modern Physics, Introductory Accountancy, and Business Law.

The branch's program is designed primarily to benefit students who seek background knowledge in their duties. At the same time, however, it is possible to qualify for a degree. By completing six semester hours of work for four semesters, a student holding an undergraduate degree may qualify for a master's degree in Engineering. Since no summer courses are planned, this requires two years to accomplish. In case the student receives orders for a change of station, credits earned at Fort Belvoir can be transferred to other universities; and,



U. S. Army Photograph

An instructor conducts a class in Freshman Composition at the Fort Belvoir Education Center.

upon discharge, military personnel can apply their credits toward the completion of a full-time academic program. In the graduate field, individual study programs leading to master's degrees in Civil, Mechanical, or Electrical Engineering are planned as far ahead as 1951.

In its operation thus far, the Fort Belvoir program has provided three-fold benefits—to the Army, the students, and the university. The increased knowledge acquired by the students, both military and civilian, has enabled them to perform more efficiently in their present assignments. Some have increased their earnings and advanced professionally. University staff members have been permitted to use some of the Engineer Center laboratory facilities to carry on experiments, with their findings made available to the Engineer Center. This reciprocity applies in other fields. Several of the students, project engineers at the Engineer Center, are planning to use their scientific findings as the subjects for their dissertations.

Fort Belvoir is only one of many installations offering campus-on-the-post programs. At Fort George G. Meade, the University of Maryland conducts evening courses, and the same university provides a wide range of evening classes in The Pentagon. Throughout the United States, commanders and universities and colleges have cooperated to bring this kind of opportunity to servicemen.

The campus-on-post is only one phase of the Army-Air Force educational extension program. The greater part of the program, indeed, is that under which military personnel go off post, to attend evening classes at nearby universities and colleges. For these students also the Army pays 75 per cent of the tuition fee.

More than 2500 Army officers and enlisted persons are enrolled in the extension courses of the Army-Air Force Education Program, both on-post and off-post. In ways unmeasurable in dollars and cents, the extension program is a force for constructive achievement, not only at Fort Belvoir, but throughout the zone of interior.

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PHYSICAL PROFILES AND ARMY CAREERS

By

MAJOR PAUL BERTRAND

PHYSICAL deficiency took a heavy toll of our military manpower in World War II. Of approximately 14,484,000 men who were classified as 1A by their draft boards, 4,828,000 were rejected at the induction station for mental or physical deficiencies. While 18 per cent of the rejections were for mental disease and 14 per cent for mental deficiency and illiteracy, 68 per cent were for physical deficiency. In the same period, 965,000 men were separated on certificates of disability discharge. Of these, only 9.4 per cent were for battle and non-battle injury, while 90.6 per cent were for disease.

It was apparent that the health of the Nation was not on a par with Army standards for mobilization. The Army realized that, if it expected to use a large portion of the available manpower, it would have to revise its physical standards.

In the pre-war period, every soldier had to be physically qualified for any duty, including combat and heavy physical work, anywhere in the world. This was the concept that prevailed early in World War II. Because the physical factor was assumed, emphasis was placed on the development of aptitudes and skills. This, it was believed, would make for flexibility; skills and aptitudes would be the sole criteria in moving men from job to job.

But with the high rate of rejection at the outbreak of World War II and the dwindling manpower pool, the concept of rigid physical standards had to be revised. In casting about for a solution, it was found that the Canadian Army in 1943-44 had developed a system of physical assessment which it called the physical profile. This system was adopted in principle by the United States Army in World War II, but had

MAJOR PAUL BERTRAND, Canadian Army, is on special duty with the Classification and Standards Branch, Personnel and Administration Division, Department of the Army (U.S.).

only limited use—in determining minimum physical standards for oversea duty and in determining combat and non-combat assignments.

The physical profile rating system, as operative in Canada, relates physical capacities to the requirements of each job. The physical factors considered include the requirements of each limb and of the senses; the physical strength and stamina required; the degree of hearing and eyesight necessary to perform the job; the emotional stability required; and the physical fitness demanded in relation to intellectual ability. The infantryman, for example, "should be able to endure severe strain and fatigue, do heavy physical work and engage in hand to hand combat. He must be able to lift and carry heavy loads, to dig and to use weapons. He must stand at his post for long hours or march a whole day without difficulty. He must see the enemy at a considerable distance and be able to use rifle sights. His hearing must be good, so that he can understand instructions under difficult conditions and detect suspicious sounds. He also must be intelligent, in order to learn the use of his weapons, and he should be of stable temperament, with self-confidence and determination."

The radio mechanic, on the other hand, working in an army's lines of communication, need not have the physical stamina of the infantryman, but "must have nimble fingers in order to work with small tools and precision instruments. He is not required to march long distances. He must have good eyesight, but glasses would not bother him. He must be able to hear, but not necessarily have the full use of both ears. He must have high intelligence, so as to learn the theory and principles of his job; but he does not need that measure of stability required of men under continual enemy fire."

In order to make assignments with any degree of refinement, it is necessary that physical capacities of the man be matched against the requirements of the job. The physical profile is the major tool in this process.

To revert to the example of the infantryman: *a.* "He must be able to endure severe strain and fatigue, do heavy physical work and engage in hand to hand combat." The factors which have a bearing on these qualities are: the man's whole physical development, his height and weight, his ability to acquire physical stamina with the proper training, his capacity for work, and his general good health. *b.* "He must be able to lift and carry heavy loads, and dig, throw hand grenades and

use weapons." Factors: strong arms, shoulders and back, and the ability to use his hands with normal dexterity. c. "He must be able to stand his post for long hours or march a whole day without difficulty." Factors: well-constructed legs and feet. Also, the pelvis and lower part of the spine should be strong and supple. In short, the requirements of the job should be matched by the physical factors required.

For simplicity, the Canadians grouped the physical factors, and the parts and bodily functions involved, into categories, each identified by a letter of the alphabet: P for physical capacity or stamina—height, weight, lungs, heart, general development; U for upper extremities—hands, fingers, shoulder girdle; L for lower extremities—legs, feet, pelvis; H for hearing; E for eyesight; and S for stability. Within each category, degrees of effectiveness are described. The system is familiarly known as PULHEMS. (In the United States Army, because the mental factor is considered separately in the AGCT score, the letter M is omitted, and the system is known as PULHES.)

This, broadly, is the Canadian system, adopted with modifications during World War II. That it did not work in the United States Army is not the fault of the system; jobs had not been analyzed in terms of physical requirements.

The profile system is now an established procedure set forth in Army Regulations 40-115; and every enlisted or inducted member of the Army on active duty is physically classified according to this system. The Manpower Analysis Section, Office of The Adjutant General, has completed the establishment of minimum physical profiles for each job. Plans for relating physical requirements to job assignments have been developed by the Director of Personnel and Administration. As the Career Guidance Program is instituted, field by field, the physical profiles for those fields will be put into effect. When the program is completed, it will be possible to recruit and induct men by career fields according to the physical levels required of them.

In this era of scientific warfare, it is not enough for the combat soldier to be a hard fighter. He must also have intelligence and drive, and a stability comparable to that of men in other professions. His technical knowledge must extend far beyond the narrow limits of pre-war days. The modern infantryman or tank crew man, the artillery gunner or the combat engineer, as examples, must know not only how to use more kinds of weapons, but also how to keep them in good

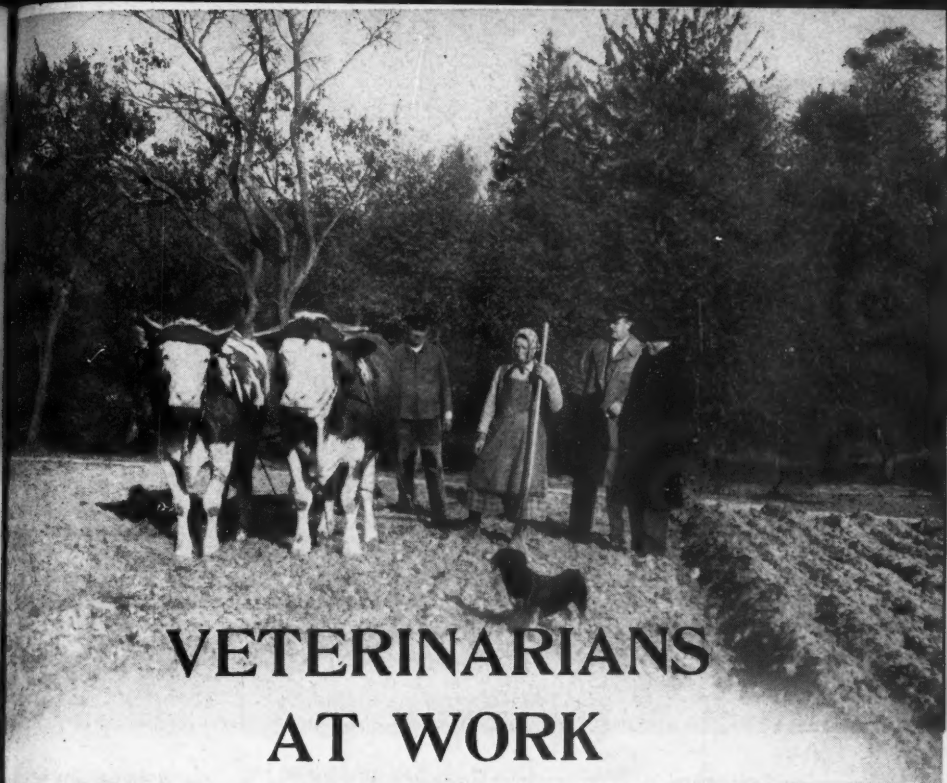
condition. They must know about explosives, how to use them and how to neutralize them. The section leader or tank trooper must have a tactical knowledge that has become more complex with the increase in firepower and movement. We must have fighting men who are mentally and physically able to carry this increased burden.

But what about the man who is in support of the fighting man? Is it necessary that he be strong physically? No; his physical profile will be drawn to fit his particular job requirements. This new manpower concept calls for a reorientation of thinking to the end that the Army will utilize its equitable share of the varying physical capabilities existent in the Nation's human resources.

For mobilization purposes, the job physical profile will cover the minimum physical requirements for service in (1) combat, (2) the zone of communications, (3) bases and the zone of interior. Each recruit will be physically examined, with a view to assessing his ability to perform jobs within the career field in which he is to be enlisted or inducted, or in which he will serve. Whether or not he can be accepted for service will depend upon whether his physical profile can be utilized within the minimum job profile for his career field. Men and women whose profiles permit their enlistment for service in a certain job field will no longer be considered "sub-standard" if they are properly qualified for certain jobs.

As for training, if individuals of varied physical capacities are taken into the Army, obviously they need not all undergo the same training. A mechanic or instrument repairer at a base workshop who has a defect in his legs or feet could not undergo the physical training required of a combat infantryman. His training would be different, and specialized. This phase will be developed as the current project progresses.

Soldiers who have been incapacitated in the service will be re-examined periodically to determine their physical capacities for certain categories of jobs. Should they become incapable of performing efficiently, their abilities will be reassessed. If they are capable of performing other duties, they will be retrained; and if not they will be separated, but only after every effort is made to employ them in jobs compatible with their physical capacities, their mental ability to absorb new training, and the current needs of the Army. This part of the program will be integrated with the retirement plan now being worked out by Personnel and Administration Division.



VETERINARIANS AT WORK

CCARE of animals has been a minor activity of the Army Veterinary Corps for nearly three decades. Today, the primary mission of the Corps is food inspection and veterinary medicine in relation to human health. With the advent of atomic and biological methods of warfare, the role of the Army Veterinarians becomes doubly important, for they always have had primary responsibility in virology and bacteriology.

Through its inspection of food products of animal origin, the Corps, a branch of the Medical Department, accomplishes a considerable portion of that Department's mission of safeguarding United States troops from foodborne sickness and disease. From 1939 through 1946, 27 billion pounds of foods of animal origin were inspected. Of this total, 5.3 per cent was rejected, a saving of more than 88 million dollars to the Government. The Veterinary Corps also inspects all foods of animal origin supplied to the Air Force and approximately 90 per cent of that purchased for the Navy.

In occupied areas, veterinarians battle disease in the animal population—a vital task in rebuilding war-ravaged countries. Due to their efforts, World War II was the first war in history which was not followed by devastating animal plagues.

All photographs in this section are from the Army Institute of Pathology



Veterinary laboratories provide technical facilities for examination and testing of food. They also produce a number of biologicals—including serum, vaccine, and antigens—used in diagnosis, eradication, and prevention of many diseases.





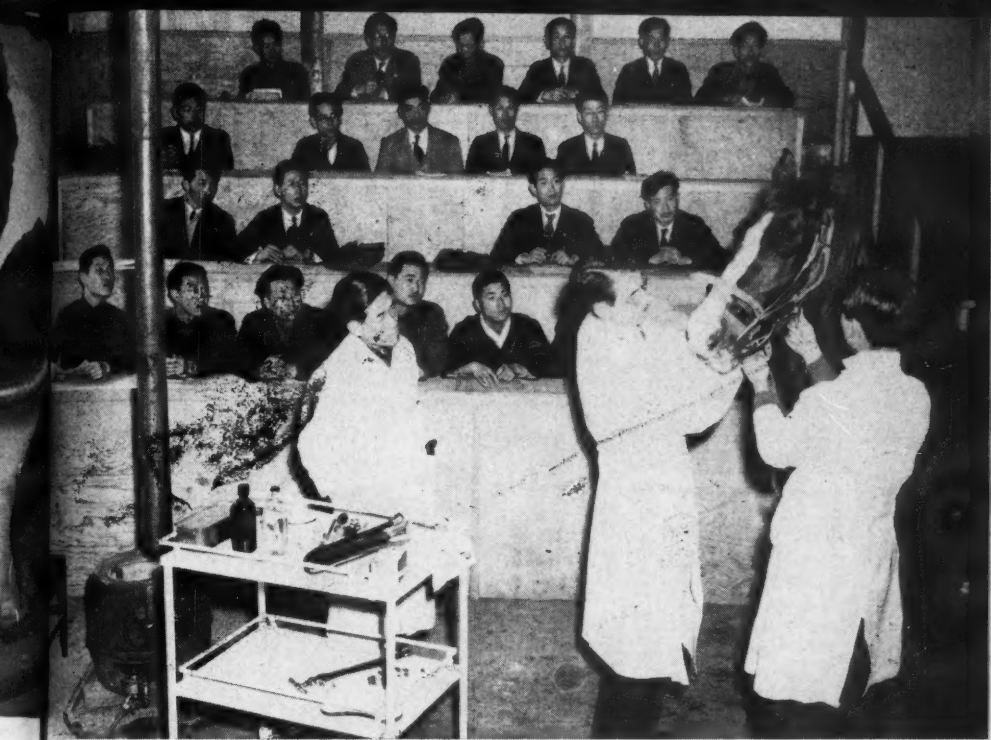
The Army's work in controlling animal diseases continues, even in the mechanized age. All Army dogs are immunized annually against rabies (above). Below, a pack animal in China gets a shot that will protect it against encephalomyelitis—sleeping sickness.





The Army's milk supply is closely watched. Veterinary inspections follow milk from the dairy barn (above) to the processing plant (below). Samples are turned over to veterinary laboratories where bacteria counts are made and the quality of the milk is determined.





In oversea areas where machinery is not so plentiful, the beast of burden is a vital prop of the economy. Above, graduate veterinarians in a refresher course in Seoul, Korea; below, U. S. Army veterinarians in occupied Germany help to reestablish controls of animal diseases.





Constant vigilance over the storage and handling of food keeps the veterinary inspector busy. Above, he checks a shipment of poultry, while below he inspects meat, which must have his approval before it can be served to Army personnel.



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AFFILIATED UNITS PREPARE FOR M-DAY

By

ROBERT P. ROCHE

BEHIND the well-guarded gates of the Sun Oil Company refinery at Marcus Hook, Pennsylvania, on the second floor of a laboratory building, the pervading smell of petroleum gives way to the sharper odor of gasoline and ether. A young man is running a test on a flask of crude oil. Intense heat is applied to the flask, and gasoline is distilled off the top. In the same room other men are running tests on oils, laying the groundwork for new and improved uses of petroleum products. Many are veterans of World War II, and most of them worked at Sun Oil before that.

During World War II, they were assigned to a wide variety of jobs, few of which made use of the technical skills they had been employing at Sun Oil. Today, however, as members of the 932d QM Petroleum Products Laboratory (Base)—one of eight Army Reserve units sponsored by Sun Oil Company—they are organized for possible war service, ready and equipped to do a job they know. If war should come again, their unit would set up shop wherever it might be needed, testing all kinds of petroleum products and supervising their storage. These men would bring into play on their Army jobs all the technical experience they acquired as civilians. This, in a nutshell, is the purpose of the Army's affiliated unit program.

The affiliation plan is not a new idea; it existed on a limited scale in World Wars I and II. But today it is widely and efficiently organized, with 1260 affiliated units in some stage of training. These units represent a wide range of skills in industry, science and business. In an emergency, much vital time will be saved which otherwise would be spent in organizing units and training new members. Economy of personnel and better operating performance will result. The present objective is to provide enough affiliated units for service and support of the Mobile Striking Force.

ROBERT P. ROCHE is an associate editor, ARMY INFORMATION DIGEST.

An affiliated unit is a unit of the Organized Reserve Corps which is sponsored, on a purely voluntary basis, by a civilian organization. Its members usually, but not necessarily, are drawn from the sponsoring organization; and meeting rooms, storage space, and home training equipment are furnished by the sponsor. In an emergency, the unit is called to active duty in a body.

Sun Oil's 932d QM Petroleum Products Laboratory has a strength of two officers and ten enlisted men. The commanding officer served overseas for two years with the 939th Petroleum Products Laboratory—a unit formed by the Army from men already in the service. In the rush to fill that organization, men sometimes were assigned on the basis of their experience in pumping gasoline at service stations and shooting grease into overworked automobile bearings—a far cry from the specialized work of a Petroleum Products Laboratory. The affiliation program is designed to prevent this sort of miscasting.

The 932d's training program combines classroom instruction, laboratory work, and a projected summer camp. The winter schedule calls for quarterly meetings; but, since quarterly meetings are not sufficient to cover the intensive training schedule, the unit meets two evenings a month. The training program started off with lectures by the unit commander on the organization, mission, and functions of the Quartermaster Corps; the Quartermaster Corps in a theater of operations; the functions of a Quartermaster Petroleum Products Laboratory; followed by two meetings on map reading. Then followed practice in the laboratories of Sun Oil Company, including some 35 common tests used in the field for testing Army-used petroleum products. The execution and application of these tests is a continuous training process. Unit meetings usually last for two hours, and are held in a comfortable conference room in one of the refinery buildings. Laboratory sessions are held in the laboratories where members are employed.

None of the unit's T/O&E equipment has been issued yet, but eventually uniforms, gas masks, and other personal and organizational equipment will be issued in accordance with ORC equipment schedules. Current training is accomplished on Sun Oil equipment. This standard laboratory equipment is practically identical with that to be issued in the event of mobilization.

The first week of summer camp will be devoted to basic military subjects—drill, physical training, weapons, and the

like. The second week will be spent at an Army base testing laboratory, if one is available. For the members attending summer camp, Sun Oil Company will grant special leaves of absence, and will make up the difference between the Army pay and the company's regular wages.

The men who compose this unit are hard working and serious and hold responsible positions. Their backgrounds are varied. All but two are veterans of World War II—Army, Navy, and Marine Corps—and served in a variety of specialties. One, who served on an escort carrier, summed up the collective attitude when he said, "Next time, if I have to go to war, I'll know where I'm going and what I'll be doing."

When making application for assignment, each prospective member fills out a questionnaire, listing his background in scientific subjects in high school and college, his military and civilian service record, languages in which proficient, laboratory experience, and particular skills.

The activation of an affiliated unit follows a standard pattern. The Chief of a Technical Service, Department of the Army, determines which firms and industries would be suitable sponsors. An officer from the Technical Service, along with an officer on the staff of the Army Commander (usually an ORC

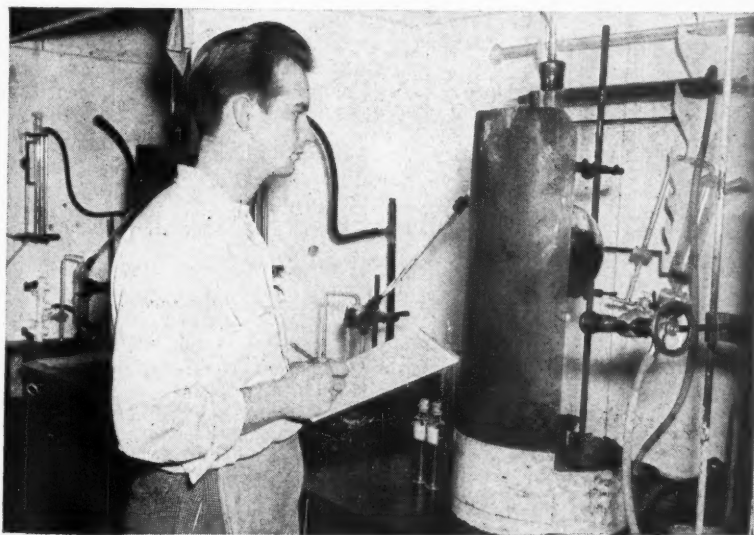


Photo by Sun Oil Company

An affiliated unit noncommissioned officer fractionating crude oil in the laboratory.

unit instructor) then visits the potential sponsor. They explain how the Nation and the firm both will benefit from the relationship. If the plant is unionized, a representative of the union is included in the negotiations. The sponsor must be so strongly convinced that he will give the proposed unit his full support, circularizing his employees and helping them enroll. His patriotism is counted on to see that unit members receive consideration for advancement on the same basis as non-Reservists, even though they may be lost to the firm in an emergency.

After it has been determined that the firm is willing and able to support the unit, an affiliation agreement is signed. The agreement is not legally binding, and may be dissolved by either party at any time. However, enlisted unit members must serve out their full 3-year enlistments in the ORC—and the officers continue to be ORC members—whether or not the affiliation agreement is cancelled. The agreement having been signed, the unit then is activated, organized, trained,

SUITABLE SPONSORS OF AFFILIATED UNITS

<i>Potential Sponsor</i>	<i>Type Affiliated Unit</i>
Chemical Manufacturing Companies	Chemical Laboratory Units
General Contractors and State Departments of Public Works or Highways	Engineer Construction Units and Engineer General Service Units
Municipal Fire Departments	Engineer Fire Fighting Units
Municipal Departments of Public Works	Engineer Utility Detachments
State and Municipal Police Departments	Military Police Units
Hospitals and Medical Schools	Military Government Units, Strategic Research and Analysis Units
Mail Order Houses and Large Retail Distributors	General and Evacuation Hospitals
Automotive Industries	Depot Units
Laundries	Ordnance Maintenance Units
Baking Companies	Quartermaster Laundry Detachments
Mortuary Concerns	Quartermaster Bakery Units
Telephone Companies	Quartermaster Graves Registration Units
United States Post Offices	Signal Construction, Operation and Maintenance Units
Railroads	Army Postal Units
Aircraft, Automotive and Allied Industries	Railway Operating and Maintenance Units
	Air Service Groups, Air Depot Groups, Air Repair Squadrons, Air Engineer Squadrons, Air Materiel Squadrons and Air Supply Squadrons

and expanded. All affiliated units are activated in a Class C status, with only officers assigned, and later graduate, when qualified, to B and A status.

The training program is decided upon when the affiliation agreement is signed, and one of the following yearly programs is adopted: (1) weekly training periods plus 15 days' field training—A units only; (2) semi-monthly training periods plus 15 days' field training—A and B units; (3) monthly training periods plus 15 days' field training—A, B, and C units; (4) monthly training periods and no field training—A, B, and C units; and (5) quarterly training periods and no field training—A, B, and C units. The monthly and quarterly programs are applied to those units the civilian occupations of which preclude regular meetings and field training. An example is an affiliated medical unit at a civilian hospital, where the continuous demands of hospital routine make scheduled meetings impracticable. Training schedules must

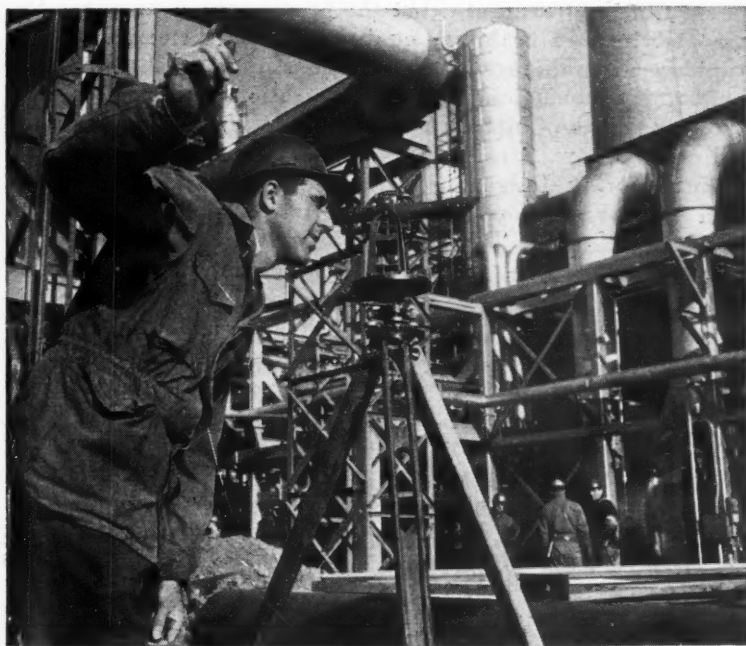


Photo by Sun Oil Company

A lieutenant in an Engineer affiliated unit acts as construction engineer in maintenance work at the Marcus Hook refinery.

be completed, with or without pay, or recognition is withdrawn.

The eventual status of the unit also is agreed upon in the affiliation agreement. The agreement may call for the unit to advance to a Class B status, having 80 per cent of its officers and 80 per cent of its enlisted cadre; and perhaps to a Class A status, with 80 per cent of its officers and 40 per cent or more of its enlisted strength. This depends upon the ORC troop basis and upon availability of funds, facilities and equipment. Pre-mobilization expansion to an A status must be approved by the Department of the Army. In an emergency, Class C and B units would rapidly expand to full A status, the remainder of their personnel being made up of qualified selectees and volunteers who would be trained by the experienced unit personnel.

Overall coordination of the affiliation program is the responsibility of the Director of Organization and Training, Department of the Army. All affiliation agreements and policies are cleared through him, so as to prevent competition for and by sponsors and to insure that the most essential units receive top priorities in training, equipment, and personnel. The Adjutant General is responsible for constituting affiliated units; the Army commanders for their activation, organization and training; and the Chief, Army Field Forces, for their inspection and coordination. Inspections are made at least annually by a Senior Army Instructor or his representative, and teams from Army Field Forces may conduct tests of the unit during field training.

Insofar as possible, the existing officer and enlisted strength of the ORC in a plant or firm is used in organizing the affiliated unit. Non-ORC members, however, may be enlisted in the ORC for the purpose of joining the unit. The commanding officer of the unit is selected, from available qualified Reserve officers, jointly by the sponsoring organization and the Department of the Army, through the unit instructor. Unit members draw training pay according to the training priorities established by the Department of the Army, and accumulate retirement credit under Public Law 810—80th Congress. The De-

AFFILIATION PROGRAM STATUS

As of 1 December 1948

	<i>Class A</i>	<i>Class B</i>	<i>Class C</i>	<i>Total</i>
Authorized	2673	582	524	3779
Organized	18	49	1149	1216

Class B and C "Organized" totals include many units which eventually will progress to Class A and B status.

partment of the Army establishes broad principles and sets training standards, but leaves the details of administration and training to the commanding officer and the unit instructor.

An especially complex administrative problem is presented in units sponsored by the railroads of the United States. Many railroad workers are on the move most of the time; they cannot plan to attend meetings at regularly scheduled intervals at the same location. Their homes may be in one area and the units to which they are assigned in another. To overcome this handicap in an Eastern area, the 706th Transportation Railway Grand Division unit—which has administrative and training control of six other affiliated railway units—has compiled, with the assistance of the battalion commanders concerned, a master training schedule. This schedule is standard throughout a 13-state area, extending from New York City to St. Louis, and from Buffalo to Norfolk. Each unit member has a copy. It tells him when and where railway unit meetings are held throughout the area. While on the move, he can drop in at the nearest meeting, with the assurance that the training will be based on the same material and will be in the same sequence in every part of the 13-state area, and that credit for his attendance will be forwarded to the unit to which he is assigned. The goal is to make it possible for every Reservist in a railway unit to attend a training meeting with a minimum amount of travel, in no case more than forty miles. Railway unit training is essentially military, since the day-by-day jobs of the members are so similar to their projected military assignments that further specialized training would be superfluous.

As a contribution to the success of the program, the Pennsylvania Railroad has furnished and equipped an office on the 15th floor in the Broad Street Station Building in Philadelphia. The unit instructor for these railway units and his assistants are stationed here, with files and records for the administration of units in the Philadelphia area.

The Pennsylvania Railroad sponsors five affiliated Railway Transportation Units: two located in Philadelphia, two in western Pennsylvania, and one in Indianapolis. Of these, one is a shop battalion, three are operating battalions, and one is the 706th Transportation Railway Grand Division. "Grand Division" is a railway term for a railroad subsection of major proportions. The 706th Grand Division at present exercises supervision not only over the five Pennsylvania units, but also over two other units—a shop battalion sponsored jointly by the

Delaware, Lackawanna and Western, and the Erie; and an operating battalion sponsored jointly by the Reading Railroad and the Central Railroad of New Jersey.

The 724th Transportation Railway Operating Battalion is typical of this kind of organization. It comprises 18 officers with five more awaiting assignment, and 30 enlisted men, with 50 more pending. Ninety per cent are veterans of World War II. Some were with the unit in World War II; some were in other railway units; some were in other branches of the service; and others are recent enlistees. The mission of the unit is to maintain and repair track, structures, and equipment and to operate trains—in short, to provide complete railway service in any specified area, using either Transportation Corps equipment or any available railway equipment, foreign or domestic. The battalion is organized in companies, by jobs and functions. Headquarters Company is in charge of train dispatching and station operation, as well as having the usual housekeeping functions. Company A maintains tracks, bridges, water and fuel stations, and other fixed installations. Company B maintains the locomotives and cars. Company C operates the trains over the roads and does yard and depot switching. Thus, in a single operating battalion can be found a cross section of the important jobs involved in keeping a division of a railroad operating at top efficiency. Shop battalions are centers for the erection and heavy repair of locomotives, cars, and other equipment and are based on railway heavy repair shops.

With the members of the various railway units shuttling back and forth across a 13-state area, the problem of administration is unusually difficult. Records on all units in the Philadelphia area are centralized at the unit instructor's office, which is also the headquarters of the 706th Grand Division. Records of the units in Pittsburgh and Altoona are maintained in the Senior Army Instructor's office in Pittsburgh, Pennsylvania. Records of the unit located in Indianapolis are maintained by the unit instructor there. By agreement among the Commanding Generals of the First, Second, and Fifth Armies, personnel residing in one Army Area may be assigned to affiliated units with headquarters in a different Area. Thus, administration cuts across state and Army Area lines, just as do the jobs of the administered personnel.

Forming the backbone of the entire affiliation program are the unit instructors, members of the Regular Army or of a civilian component on active duty. They are responsible for

the activation of a unit, maintaining records, and for guidance in establishment and prosecution of the unit's training program. Many instructors have supervision over several units. The instructor or his assistant must attend meetings and give advice and help whenever needed. He must make sure that training standards are met and must keep the units up to date on all information pertaining to Reservists. The unit instructor for Transportation Railway units in the Philadelphia area must keep in close touch with unit instructors and military districts in the entire 13-state area.

Another example of outstanding sponsor cooperation in the affiliation program is the 275th Ordnance Base Depot Company, affiliated with Sears Roebuck and Company—the first affiliated unit formed in the Philadelphia area. Located at Sears' mail order headquarters on Route 1, north of Philadelphia, the unit is composed of six officers and seventeen enlisted men. Currently, it is in Class B status, having 80 per cent of its officers and 80 per cent of its enlisted cadre. Meetings are held semi-monthly, although the training requirement is only for monthly meetings. In addition, the unit officers meet once more each month to plan the training program, offer comments on the schedule, and plot the unit's course.

Sears Roebuck has made a conference room available for unit meetings; blackboards and a motion picture projector are furnished; and a storeroom for equipment is provided. The unit commander has direct contact with an executive in the firm to whom he may go with problems concerning the sponsor's part of the program. Sears makes up the difference between the summer training pay of the unit members and their regular company salaries. Unit members also receive their regular two-week vacations.

Thus, the coordinated efforts of sponsor, unit personnel, and the unit instructor, backed by the resources of the Department of the Army, are producing throughout the United States a corps of highly skilled men who will provide service and support to the Mobile Striking Force, and who will form a nucleus for further expansion. Already trained in their jobs, affiliated units will require only a short period of field training before they take over their specific missions. Bringing to any future war their years of experience in specialized fields, these units will be a strong line of support, seeing that the fighting men receive the equipment and services they need to guard the Nation's security.

WARRANT OFFICER PROCUREMENT PROGRAM

MORE than 5900 Regular warrant officers, out of nearly 53,000 applicants, recently were appointed in the Army and the Air Force in a joint integration program extending over ten months. This initial procurement vastly expands the Regular warrant officer strength of the two services and provides the base for continuing procurement under the Enlisted Career Program. Hereafter, each Department—Army and Air Force—will procure its own warrant officers.

Of the total, 3684 were appointed in the Army and 2237 in the Air Force. Appointments were made in 75 career warrants: 38 applicable to the Army; 26 applicable to the Air Force; and 11 common to both services. Of the 3699 appointed in the Army, 2126 were officers; 474 were temporary warrant officers; and 1099 were enlisted men. In the Air Force group of 2237 there were 978 officers, 242 warrant officers, and 1017 enlisted men.

All appointments are as warrant officer, junior grade, with rank from the date of selection, a date which is common to all. Relative seniority is determined by length of active Federal service. Upon legislative approval of the proposed four permanent warrant officer grades, all who hold permanent career warrants at that time will be adjusted in grade so as to spread them over the four new grades. This adjustment will be based primarily on length and type of active Federal service. The "constructive service" principle, based on age, which was employed in the officer integration program, will not be used in the warrant officer grade readjustment.

Meanwhile, the Department of the Army has established a new career warrant—Unit Administrator—and another procurement program, similar to the one recently completed, is being undertaken to fill quotas in that field. The Unit Administrator warrant officer will be assigned only to company-size units of the Infantry, Artillery, Cavalry, Chemical Mortar, Engineer Special Brigades, and Combat Engineers. About 2000 Unit Administrators will be needed, Army-wide. A num-

WARRANT OFFICER PROCUREMENT PROGRAM 49

ber of these will be appointed as permanent warrant officers, while the remainder will receive temporary warrants. Failure of appointment under the recent program will not disqualify a man from applying for a Unit Administrator warrant.

The Unit Administrator will assist the company commander in supervising company administration, supply, and mess. His duties will include supervision of company rosters, reports, correspondence, and records and advising enlisted personnel on such matters as savings, war bonds, insurance, allotments, and so on. The Unit Administrator will also serve as investigating officer and member of courts and boards. When so designated, he may be an agent finance officer (or witnessing officer) in the payment of troops. He will supervise mess accounting and conduct inventories and checks on the receipt, distribution, and preparation of rations. He also will assist the company commander in supervision of supply matters, including requisitions, receipts, storage, issue, salvage, and maintenance.

Procedures under the warrant officer procurement program of 1948 were similar to those devised for the officer integration program of 1946-47. One hundred and eighty screening points were established by Army and oversea commanders; and all tests were given at those points. Papers then were forwarded to The Adjutant General for scoring and selection. Each applicant was permitted to list three choices of a career warrant, and was required to take a technical proficiency test for each.

The papers of each man were forwarded to each of the agencies concerned with the three career warrants he had applied for. Each agency returned the applicant's papers indicating whether or not he was acceptable in that field. The acceptable applicants in each field were listed according to score; and final appointments were made from those lists according to scores and quotas. In no case was a warrant officer appointed over an applicant having a higher score on the same list. In case of identical scores, precedence was determined by length of active Federal service, and, where this was equal, by age. If an applicant was acceptable to all three of the choices listed, his final appointment was determined according to his preference and the needs of the service.

Age limits for application were 21 to 44, inclusive, except for service personnel of World War II. Applicants also had to be citizens, on active duty with the Army or the Air Force

at the time of application, and with at least one year of total service since 7 December 1941 in the Army, the Air Force, or both.

Most popular of the 38 Army career warrants was Administrative Assistant, with 5017 first choices. Least crowded was Photomapping, with only 57 first choices. Other warrants most frequently listed as first, second, or third choice were Military Personnel, Military Attache, Personnel Management, Quartermaster General Supply, Motor Transport, General Communications, and Infantry Light Weapons Instructor.

Most popular of the 26 Air Force career warrants was Administrative Assistant, with 4775 first choices. Other favorites were Aircraft Maintenance and Inspection, Military Personnel, Air Operations, and Air Technical Supply. Among the 11 common career warrants, General Supply headed the list of first choices, with Counter-Intelligence second.

AID

OUR PEOPLE CAN BE PROUD OF THEM

I am proud of the United States Forces in the European Command—soldiers, airmen, sailors. Their standard of appearance, conduct and discipline is the best I have ever seen in more than 30 years of service. Their morale will not deteriorate. They know that they have an important mission, that they represent their country abroad; and they are proud to accept those responsibilities. Tactical troops are in constant training, spending approximately six months of the year in the field. Our people at home can be proud of them.

Perhaps some statistics can tell the story. Our incident rate, including minor as well as major offenses, has dropped to .76 a thousand, from 1.23 a thousand a year ago. Our court-martial cases are at an all-time low. Our reenlistment rate is at an all-time high; and in the 1st Division, more than 37 per cent of those with enlistments expiring 30 June 1949 have already reenlisted or extended their service. . . .

Our men are working hard at their duties during the day. Off duty, they have all types of athletic facilities, clubrooms, libraries, pool and bowling facilities, and educational opportunities at their disposal. They also can take trips to delightful rest houses at relatively low cost. No worry about their morale, now or later. They are soldiers, airmen and sailors—in all those words imply. I repeat that I am proud to command them.

From a radio interview, by Larry Lesueur, Columbia Broadcasting System, with General Lucius D. Clay, 27 December 1948

ARMED SERVICES COMMITTEES

WITH the convening of the 81st Congress in January, new Armed Services Committees were named in the Senate and the House of Representatives. In each committee, the membership is preponderantly the same as in the 80th Congress, the Senate Committee including 8 former members out of 13 and the House Committee 29 former members out of 36.

A major change has been made in the organization of the House Armed Services Committee. Instead of 12 functional subcommittees, there will be only three general subcommittees, designated as subcommittees 1, 2 and 3. No definite areas of responsibility were initially assigned to these subcommittees. The Senate Armed Services Committee, because of its small membership, is not divided into permanent subcommittees.

Consideration of military legislation will be simplified because, under the policy recently established by the Secretary of Defense, legislation requested by any or all of the services will be coordinated in his office before presentation to the Congress.

Both Committees have full-time professional and clerical staff members. This is in accordance with the Legislative Reorganization Act of 1946 (PL 601—79th Congress), which provides that each standing committee of the Senate and the House of Representatives may have a maximum of four professional and six clerical staff members. The four professional staff members are appointed by majority vote of the committee, "without regard to political affiliation and solely on the basis of fitness to perform the duties of the office." The clerks, limited by law to six for each committee, also are appointed by a majority vote of the committee, and may be attached to the office of the chairman, to the ranking minority member, and to the professional staff for committee correspondence and stenographic work.

The professional staff of the House Armed Services Committee comprises four Reserve officers of the various services, three of them lawyers. The professional staff of the Senate Armed

Services Committee is made up of three Reserve or retired officers, including Major General Verne D. Mudge, wartime commander of the 1st Cavalry Division.

Professional staff members may not engage in any official activity other than committee business; and no other duties may be assigned to them. Generally, their duties include research, investigation and advice on technical problems, preparation of reports on bills, arrangement of hearings and assembly of witnesses, and general liaison with the military services.

MEMBERSHIP OF THE SENATE ARMED SERVICES COMMITTEE

MAJORITY

*Millard E. Tydings, Maryland, *Chairman*
 *Richard B. Russell, Georgia
 *Harry Flood Byrd, Virginia
 Virgil Chapman, Kentucky
 Lyndon B. Johnson, Texas
 Estes Kefauver, Tennessee
 Lester C. Hunt, Wyoming

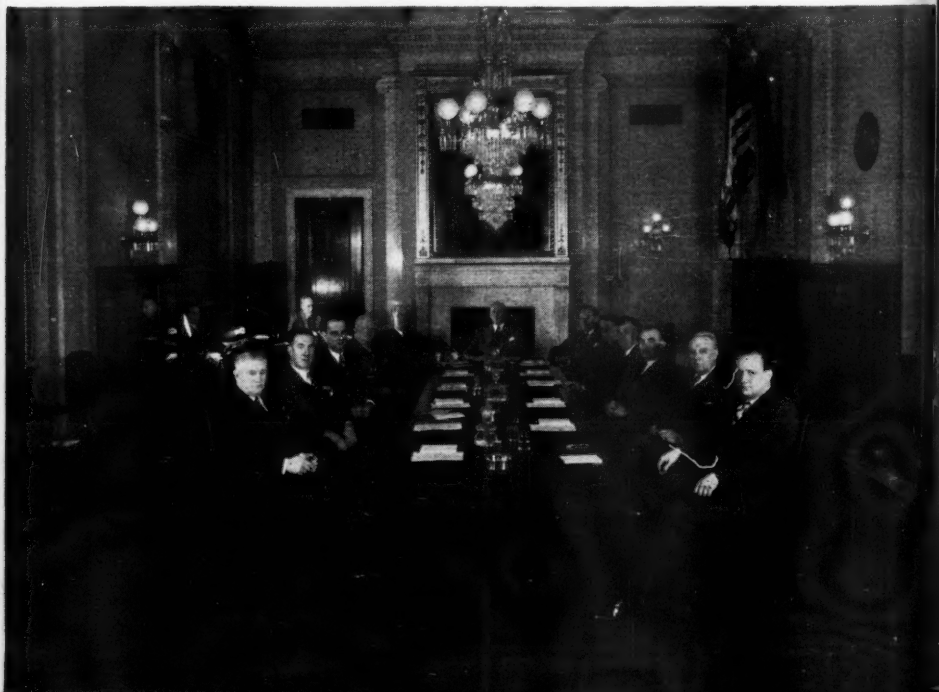
MINORITY

*Styles Bridges, New Hampshire,
 (ranking)
 *Chan Gurney, South Dakota
 *Leverett Saltonstall, Massachusetts
 *Wayne Morse, Oregon
 *Raymond E. Baldwin, Connecticut
 William F. Knowland, California

* Served on this committee in the 80th Congress, 1947-48.

Seated at table, left to right: Senators Hunt, Kefauver, Johnson, Chapman, Russell, Tydings (Chairman), Bridges, Gurney,

Saltonstall, Morse, Baldwin, Knowland. Left rear: Atkinson, Tribby—staff members.



MEMBERSHIP OF THE HOUSE ARMED SERVICES COMMITTEE

MAJORITY

*Carl Vinson, Georgia, *Chairman*
 *Overton Brooks, Louisiana
 *Paul Kilday, Texas
 *Carl T. Durham, North Carolina
 *Lansdale G. Sasser, Maryland
 *James J. Heffernan, New York
 *L. Mendel Rivers, South Carolina
 *Philip J. Philbin, Massachusetts
 *F. Edward Hebert, Louisiana
 *W. Arthur Winstead, Mississippi
 *Frank R. Havenner, California
 *C. Melvin Price, Illinois
 O. C. Fisher, Texas
 Porter Hardy, Jr., Virginia
 William J. Green, Jr., Pennsylvania
 Clyde Doyle, California
 Edward deGraffenried, Alabama
 John R. Walsh, Indiana
 L. Gary Clemente, New York

*E. L. Bartlett, Alaskan Delegate
 *A. Fernos-Isern, Resident Commissioner of Puerto Rico

MINORITY

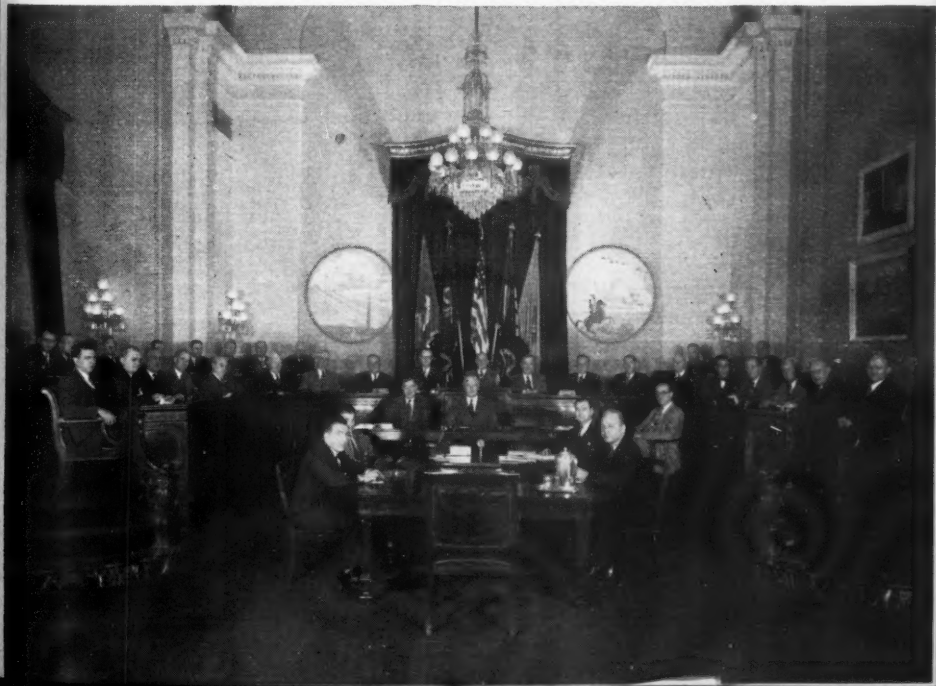
*Dewey Short, Missouri (ranking)
 *Leslie C. Arends, Illinois
 *W. Sterling Cole, New York
 *J. Parnell Thomas, New Jersey
 *George J. Bates, Massachusetts
 *Paul W. Shafer, Michigan
 *Charles H. Elston, Ohio
 *Jack Z. Anderson, California
 *William W. Blackney, Michigan
 *LeRoy Johnson, California
 *Harry L. Towe, New Jersey
 *Leon H. Gavin, Pennsylvania
 *Walter Norblad, Oregon
 *James E. Van Zandt, Pennsylvania

*Joseph R. Farrington, Hawaiian Delegate

* Served on this committee in the 80th Congress, 1947-48.

Top row, left to right: Representatives Clemente, Walsh, deGraffenried, Doyle, Greene, Hardy, Fisher, Price, Havenner, Towe, Gavin, Norblad. Bottom circle, left to right: Winstead, Hebert, Philbin, Rivers, Heffernan, Sasser, Durham, Kilday,

Brooks, Vinson (Chairman), Arends, Cole, Johnson, Bates, Van Zandt, Shafer, Elston, Anderson, Blackney. Foreground, left to right: Blandford, Friedman, Bartlett, Farrington, Harper, Smart, Brown—professional and clerical staff members.



THE PROPOSED DEFENSE BUDGET

THE proposed national defense budget for Fiscal Year 1950 (1 July 1949 to 30 June 1950) was presented to the Congress by the President in his message of 10 January. It has been described variously as a \$13 billion budget, a \$14 billion budget, a \$15 billion budget, and even an \$18 billion budget. All are correct, each in its own way. It is also correct to state that the actual operating costs for FY 1950, as proposed, are less than \$11.4 billion. This variance in figures can be better understood if a few basic principles are borne in mind.

First; a budget, as proposed and as finally approved by the Congress, represents *authority* to obligate the Government. It establishes ceilings, or limits, on expenditures for the fiscal year under consideration.

Second; a military budget is a request for cash appropriations and it may include, in addition, requests for contract authority over and above these immediate cash requirements. The *cash* to be spent will be appropriated by the Congress later, in separate bills. It may not be as much as is requested. Contract authority is a different matter. It authorizes the military Departments to enter into contracts during the fiscal year under consideration for goods and services up to the amount specified. Most such contracts will not be completed during the fiscal year. When contracts are not so completed, the actual cash outlay to pay for undelivered goods and services will not be made during that year but during a later year.

Third; some of the cash requested for any fiscal year is to pay off contracts entered upon in previous years.

Finally; estimated amounts are added to the budget request to be used for certain purposes, *if* such use is later authorized by the Congress in separate legislation. For example, \$400 million has been earmarked in the FY 1950 budget request for an increase in military pay, if such an increase is approved and enacted by the Congress.

Prepared by Major Robert B. McBane, Associate Editor, ARMY INFORMATION DIGEST, with the cooperation of staff members of the Budget Office, Office of the Secretary of Defense. Extracts from President Truman's budget message of 10 January may be found on pages 59-60.

Thus, a budget can be presented in a number of ways, depending upon how various factors are considered. The most familiar figure in discussions of the FY 1950 national defense budget is \$15 billion. That is the amount established by the President as a ceiling, or limitation for planning purposes, in terms of cash appropriations and contract authority to meet new obligations. Plans have been developed within this ceiling. The actual amount requested by the President for *new* obligational authority for the National Military Establishment is roughly \$14.2 billion, divided broadly as follows:

Office of the Secretary of Defense	\$ 11,000,000
Army	4,500,000,000
Navy	4,350,000,000
Air Force	4,550,000,000
Total specifically recommended	\$13,411,000,000*
Allowance for contingent items, if authorized by the Congress:	
a. Military pay increase	\$400,000,000
b. Housing and public works	430,000,000
	<hr/>
	830,000,000
	<hr/>
	\$14,241,000,000

* Includes \$11,352,000,000 cash for new obligations and \$2,059,000,000 new contract authority.

In his budget presentation, the President added \$279 million to cover the increased cost of naval ship construction programs authorized in 1949 and prior years. This would bring the total new obligational authority provided for the National Military Establishment for use in FY 1950 to \$14.5 billion—an increase of \$700 million over amounts enacted for FY 1949.

Two other major items—which in some calculations are added to the above total—are: (1) an estimated first-year cost of \$800 million for Universal Military Training, if enacted by the Congress; and (2) \$525 million for stockpiling critical materials. Although both of these programs are vital to national defense, they are not properly included in the National Military Establishment budget—since UMT would be charged to the Independent Offices budget, and stockpiling is charged to the Treasury Department budget. However, adding these items (plus \$36 million for other defense-supporting activities chargeable to other budgets) would bring the total to \$15.9 billion. This figure was mentioned in the President's budget message as the total "new obligational authority for national defense programs." In addition to this grand total, which includes more than the National Military Establishment

budget, the President also mentioned \$2.1 billion (chargeable to various budgets) to liquidate prior year contracts of interest to national defense. Consequently, some calculators have added this and have spoken of an \$18 billion defense budget.

How much cash will be required by the Armed Forces in FY 1950 under the proposed budget? The figure is \$13,238,100,000. Even this figure includes \$1,886,000,000 to pay off prior year contracts that will be settled during FY 1950. So the actual cash required for *current operating* costs in FY 1950 comes down to something like \$11,352,000,000. Actual military spending in FY 1948 was \$10.7 billion; and in the current fiscal year, ending 30 June 1949, it is estimated that cash expenditures will be \$11.8 billion. These figures represent actual work done *and* deliveries made on contracts.

BUDGETARY PROGRAMS FOR THE NATIONAL MILITARY ESTABLISHMENT

(Millions of Dollars)

Cost Category	Fiscal 1949 Program	President's Budget Recom- mendation Fiscal 1950
I Military Personnel Support* (pay, food, clothing, travel, training, medical care, welfare)	\$ 4,748	\$ 4,751
II Maintenance and Operation	3,574	3,765
III Major Procurement and Production	(3,864)	(3,017)
a. Aircraft	2,724	2,169
b. Ships: New Authority	280	52
Shown for { Adjusted 1949 program	111
reconciling { Adjusted 1948 program	132
purposes { Adjusted war program	35
c. Other	582	796
IV Construction	253	55
V Civilian Components	653	813
VI Other Military Requirements	(682)	(697)
a. Research and Development	571	530
b. Industrial Mobilization	50	128
c. Maintenance of War Reserve	61	39
VII Non-Military Requirements	290	312
(Retired pay, OSD, Dept. Adm., etc.)		
Administrative adjustments downward in ship construction and repair obligations, (shown for purposes of reconciliation)	-175
Total	\$13,889	\$13,410
VIII Budget Allowance for Contingent Items		(830)
a. Military Pay Increase		400
b. Housing and Public Works		430
Total Military-National Military Establishment	\$13,889	\$14,240

* The cost of civilian personnel is not included as a separate item, but is distributed functionally throughout the budget.

NOTE: \$3,424.4 million of 1949 Program funds were made available in the form of 1948 supplemental appropriations: \$2,798.1 million for aircraft and related procurement; \$101.3 million for Navy public works; \$525 million for stockpiling.

ARMED FORCES STRENGTH UNDER PROPOSED FY 1950 BUDGET

The following table shows the military strength, in personnel and combat units, that the President's FY 1950 budget would support.

	Actual 31 Dec 48		Proposed FY 1950	
ARMY				
Active duty personnel	673,000*		677,000*	
Reserve components personnel in drill-pay status	432,530		555,000	
a. NG	268,530	325,000		
b. ORC	164,000	230,000		
Other Reserves	587,000		650,000	
Divisions & Major Units:				
a. Divisions	11		10	
	at 60% average strength		at 83% average strength	
b. Regimental combat teams	6		6	
	at 80% av str		at 89% av str	
c. Cavalry & Constabulary Regts	5		5	
	at 91% av str		at 96% av str	
d. Engineering Special Brigades	1		1	
	at 18% av str		at 15% av str	
e. Separate Battalions	80		81	
	at 60% av str		at 85% av str	
(Plus 27 National Guard Divisions, in varying degrees of organization, averaging 50%)				
AIR FORCE				
Active duty personnel	411,000*		412,273*	
Reserve components personnel in drill-pay status	56,529		113,012	
a. Air NG	33,255	45,500		
b. AF Res	23,274	67,512		
Other reserves	397,000		400,000	
Major Units:				
a. Air Groups	60		48	
b. Separate Squadrons	17		10	
	Groups not fully operational			
(Plus 27 Groups, Air National Guard)				
Active aircraft by end of FY 1950 (all types)	9,692		9,217	
Active aircraft of civ comp				
a. Air National Guard	2,068		2,528	
b. Air Reserve	1,226		2,360	
NAVY and MARINE CORPS				
Active duty personnel	531,700*		527,333*	
a. Navy	444,000	441,617		
b. Marine	87,700	85,716		
Reserve components personnel in drill-pay status	219,267		280,992	
a. Navy	181,418	230,220		
b. Marine	37,849	50,772		
Other reserves	904,963		1,050,000	
a. Navy	824,851	1,050,000		
b. Marine	80,112			
Active naval fleet (number of ships, including 288 combat ships)	756		731	
Active naval aircraft	5,801†		7,450	
Reserve operating aircraft	2,046†		3,033	
Personnel Summary:				
Total active-duty	1,615,700		1,616,606	
Total reserve components in drill pay status	708,326		949,004	
Total other reserves	1,888,963		2,100,000	

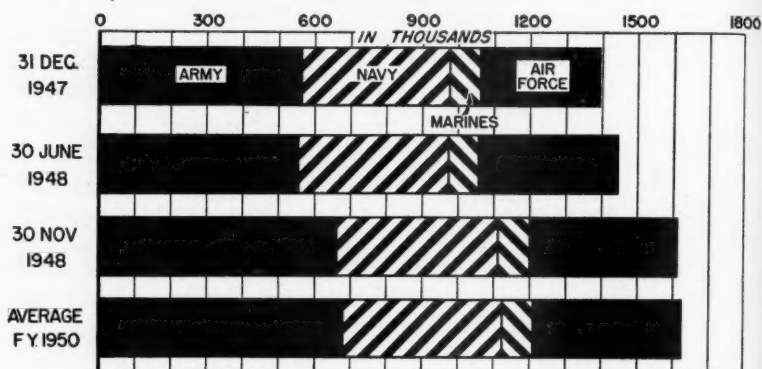
* The Army-Air Force Bill (see page 61) calls for 837,000 Army strength as a long-range plan. Thus, three categories of strength should be kept in mind: (1) Actual strength—column 1 above; (2) Proposed strength for FY 1950—column 2 above; and (3) "Long-range" strength—see page 61. All calculations, except actual strength, are proposals to the Congress and not to be considered final until (and if) approved by the Congress. The proposed "long-range" strength of 837,000 Army (667,000 Navy-Marine Corps, and 502,000 Air Force) is a standing limitation and a basis for planning purposes.

† Plus a portion of 3,114 logistic support aircraft which were divided between USN and USNR.

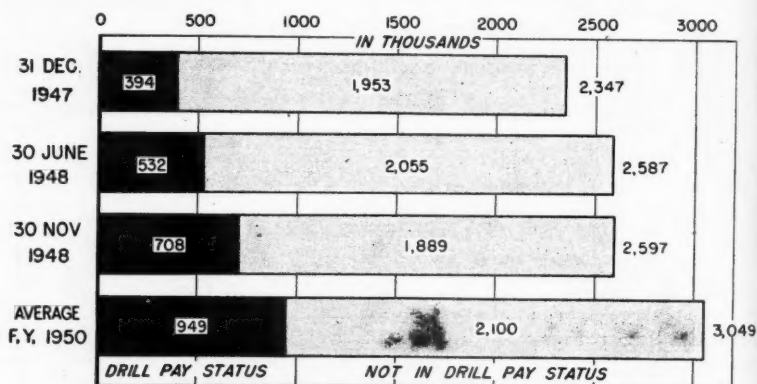
Military Establishment Strength

(ACTUAL AND PROJECTED)

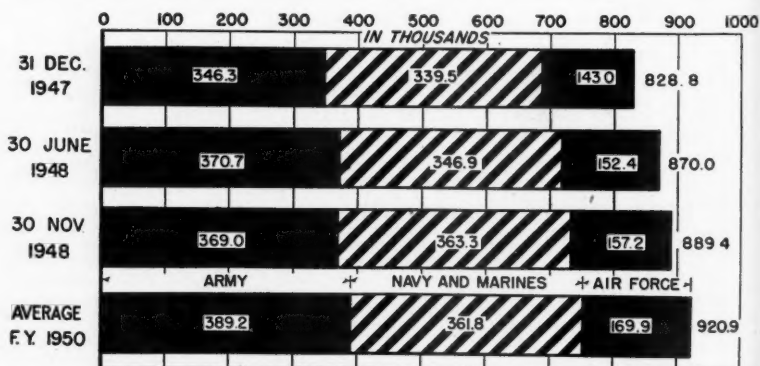
FULL-TIME MILITARY PERSONNEL



RESERVE FORCES



CIVILIAN EMPLOYMENT (ARMY INCLUDES CIVIL FUNCTIONS)



Source: reports and estimates from the Services.

Office of the Budget, Secretary of Defense, 27 January 1949

OUR MILITARY REQUIREMENTS

A digest and review of legislative proposals and statements by the President, the Secretary of Defense, the Service Secretaries and Military Chiefs.

BUDGETING FOR NATIONAL DEFENSE

President Truman:

My budget recommendations* for national defense in the fiscal year 1950 are based on a plan for a national defense position of relative military readiness, coupled with a higher degree of mobilization preparedness. This type of military planning will permit us continuously to revise our tactics and develop our weapons to meet modern conditions, but is clearly consistent with our traditional concept of military strength for purposes of defense. . . .

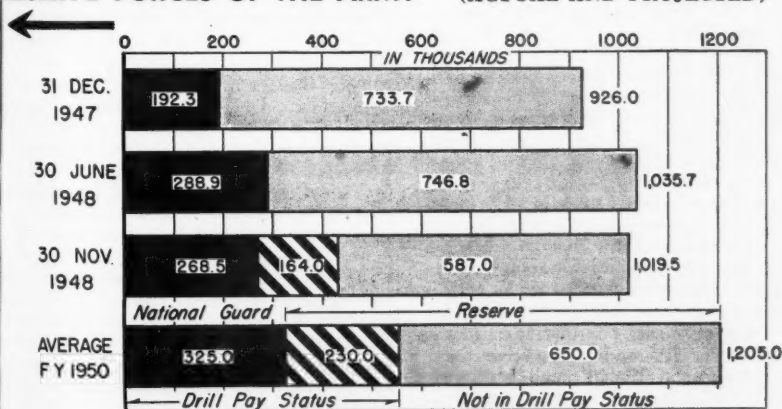
I am convinced that we should plan our military structure so as to insure a balanced military program in the foreseeable future at approximately the level recommended in this budget.* At the

same time, we must recognize that preparations for defense must be flexible, and not rigid. They must reflect changes in the international situation, changes in technology and in the economic situation. We must be in a position to alter our military programs as circumstances change. . . .

The recommendations . . . mark a beginning toward a national defense program in which our air, naval, and land forces plan and operate as a team under a unified strategic concept. The 1950 program gives priority to air power and to strengthening the civilian reserve components, and continues to emphasize research and development and industrial mobilization. . . .

*See "The Proposed Defense Budget," page 54.

RESERVE FORCES OF THE ARMY (ACTUAL AND PROJECTED)



This chart is one of the series presented on preceding page

Under this budget, the Air Force in fiscal year 1950 will continue at about the present strength of 412,000 officers and men on active duty. It is contemplated that the Air Force will be organized with a minimum of about 48 combat groups and 10 squadrons, together with 27 groups of the Air National Guard. Within the limit of the funds provided, it is possible that adjustments in unit structure or strategic planning may at any time require changes in the number of active groups. At the end of fiscal year 1950, the Air Force program contemplates an active inventory of 9200 aircraft of all types, from trainers to heavy bombers. Increased funds in the budget will permit the build-up of supporting forces in the Air National Guard to an average of 45,000 personnel and in the Air Force Reserve to 68,000 personnel in regular training status. . . .

Personnel in the Army will be continued at 677,000 officers and men in order to maintain 10 divisions at increased strengths, together with 59* battalions. The active Army will be backed by the National Guard with an average strength of 325,000 personnel, an Organized Reserve of 230,000 in regular training status, as well as by other reserve personnel and equipment. Continuing responsibilities in the occupation of Germany, Austria, and Japan and in manning outlying bases will engage about 40 per cent of the Army strength overseas in fiscal year 1950.

In the Naval and Marine forces, a strength of 527,000 officers and men throughout the fiscal year 1950 is provided. The size of the active Naval fleet is planned to be 731 ships, including 288 combatant ships. . . . The active inventory of Regular Navy and Marine Corps aircraft is expected to be 7450 in the fiscal year 1950. Under the reserve programs of the Navy and Marine Corps, 281,000 officers and men will be trained in 1950. . . .

Although present recruiting rates indicate that only small inductions, if any, will be necessary under Selective Service, it is essential that such authority remain available in the event that voluntary enlistments drop. Moreover, it must be recognized that the existence of

* Later revised; see table on page 57.

For the time being it is essential to continue the Selective Service process. However, this is not the solution to the Nation's long-range military manpower and training problem. Permanent legislation providing for universal training is essential if we are to achieve an acceptable degree of national security.

*

the Selective Service Act has in itself been a contributing factor in the current results of the recruiting programs of the services. . . .

Pay and maintenance for the average of 1,616,000 officers and men on active duty in the fiscal year 1950 will require estimated expenditures of 5 billion dollars, 38 per cent of all defense expenditures by the National Military Establishment. Expenditures for pay, allowances, subsistence, travel, welfare, training, clothing, and medical care will average about \$3100 a man. . . .

A general overhauling of the military pay, allowance, and benefit structure is overdue. Since it is desirable for remuneration of military personnel to be in line with salaries of Federal civilian employees and other comparable groups, a tentative amount for this adjustment has been included in the budget, pending later legislative recommendations. . . .

This budget provides for larger and better trained reserves for the Air Force, Army, and Navy. Expenditures for civilian components in the fiscal year 1950, exclusive of amounts for construction of facilities, are estimated at 760 million dollars, 30 per cent above outlays in the present year and more than twice the amount spent last year. These expenditures cover drill and training pay and maintenance of reservists, operating expenses, and procurement of equipment over and above amounts transferred from wartime stocks. . . . The funds recommended for 1950 will permit an average of 949,000 officers and men in regular training status in air, naval, and ground units, as compared to 655,000 participants [as of 1 December 1948].

Extracted from the President's Budget Message to the Congress, 10 January 1949

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LONG-RANGE PLANNING

Composition and Strength of the Army and Air Force*

The Army and Air Force Bill (HR 1437) was introduced into the House of Representatives in January 1949, and was referred to the Committee on Armed Services, of which The Honorable Carl Vinson is chairman. A similar bill enacted in 1946 provided for a Navy and Marine Corps strength of 667,000 persons. Together, these bills would provide authorization for armed services designed to be "capable . . . of preserving peace, security, and providing for the defense of the United States, its territories, possessions and occupied areas wherever located, of supporting the national policies, of implementing the national objectives, and of overcoming any nations responsible for aggressive acts imperiling the peace and security of the United States."

This legislation would establish authorized, not actual, strengths. Actual strengths (and equipment) would be determined from time to time by Congressional appropriations.

The authorized strength of the Army of the United States, as set by PL 759—80th Congress, would remain at 837,000. This would include 82,300 officers, 9,000 warrant officers, 7,500 female medical officers, and 738,200 enlisted persons. Instead of an active list of 51,000 Regular Army (and Air Force) officers, the Act would authorize 40,000, exclusive of the United States Air Force, Army Nurse Corps, Women's Medical Specialist Corps and certain others. The 837,000 strength would not include (1) one-year volunteers for training, (2) officer candidates, (3) personnel of the reserve components on active duty for training only, (4) persons paid under the appropriations for the National Guard and Organized Reserve Corps and (5) personnel and units of the reserve components ordered to active duty in an emergency.

The bill would authorize a National

Guard personnel strength of 750,000 officers, warrant officers, and enlisted persons; and an Organized Reserve Corps of 980,000 officers, warrant officers, and enlisted persons. These authorized strengths would exclude those members of the National Guard and Organized Reserve Corps serving on active duty in the Army of the United States (counted in the 837,000 strength).

Procurement of materials and facilities (including guided missiles) necessary for the maintenance and support of the Army of the United States and its organizations and installations would be authorized, including (1) the supply of modern standard items of equipment; (2) the replacement of equipment as it becomes obsolete or unserviceable; (3) the provision of necessary spares and spare parts; and (4) the maintenance of such reserves of supplies and equipment as are necessary for the Army to perform its mission. The bill would establish statutory authority of both Army and Air Force to engage in research and development programs and to contract for equipment and services.

The strength of the Air Force would be authorized at 70 Regular Air Force groups and 22 separate Air Force squadrons, supplemented by 61 Air Force reserve groups and the necessary supporting and auxiliary elements. Air Force authorized strength would be 75,300 officers and warrant officers and 426,700 enlisted persons (exclusive of one-year volunteers, officer candidates, aviation cadets, and reserve personnel on active duty for training purposes)—for a total Regular Air Force strength of 502,000. Excluding guided missiles, 24,000 serviceable aircraft would be authorized, procurable at the rate of 5,200 aircraft annually.

Money appropriated for Army procure-

*This article summarizes the provisions of HR 1437. The bill in this form provided the basis for testimony and discussion by leaders in the National Military Establishment. A later issue of *The Digest* will carry a report on the bill as it finally emerges, in amended and revised form, from the Armed Services Committees of the Congress.

ment under the bill could be obligated for the fiscal year of the appropriation and for the succeeding fiscal year and would remain available for expenditure for a total of five years. Money author-

ized for Air Force procurement would remain available for obligation until expended. Money appropriated for research and development (Army and Air Force) would be available until expended.

Secretary Forrestal:

Authorized strength legislation provides an orderly process for planning, both by the services themselves and by the Congress. If the proposed legislation is enacted, the authorized strength levels—837,000 for the Army, 667,000 for the Navy, and 502,000 for the Air Force—will be exactly the same levels that the Congress set last year, as ceiling figures for the three services, in enacting the Selective Service Act of 1948.

The authorized strength legislation, like the Selective Service Act itself, sets a ceiling on manpower strength. However, it is the funds that are appropriated each year that determine the actual size of the Army, the Navy, and the Air Force during the succeeding fiscal year. Thus, under the proposed legislation, the Army's authorized strength would be

837,000; but the proposed budget would implement this strength only to the 677,000 man level. Similarly, the Navy's authorized strength is 667,000; and the Navy's budgeted strength is 527,000. In the case of the Air Force, the authorized strength would be 502,000, and the budgeted strength 412,000.

Of possibly greater importance, however, than the question even of manpower figures is the fact that this legislation would give the Air Force that medium for planning for the future, for its procurement, which the Navy has always enjoyed in the procurement of its ships. I regard it as a basic and fundamental step in the orderly bringing together of legislation for the three services.

From a speech at the National Press Club, Washington, D. C., 1 February 1949

Secretary Royall:

With changing international conditions it has been necessary for the Congress frequently to re-evaluate the military position of the United States, and consider what additional military measures, if any, should be adopted. Our best estimate of the world situation does not indicate that war is imminent. However, war is at least a possibility. And there appears little likelihood that for a number of years to come we will be free of an international situation fraught with danger and subject to marked fluctuations.

Under these circumstances it is desirable, from several standpoints, that we have a more realistic long-range authorization for the Army, and for the Air Force. One advantage—to the Congress itself—is that it obviates the pres-

ent duplicating task of having to pass an authorizing bill in addition to an appropriation bill for every necessary revision. But the more important advantages of this bill are to provide an authorization framework for national security planning and to permit flexibility in this planning, a flexibility which present and prospective world conditions require.

In developing mobilization and pre-mobilization plans it is of the utmost importance that we arrive at a balance between forces which must be maintained in full readiness for war, forces which can be maintained in partial readiness for war, and forces which can be developed from civilian manpower resources after war breaks out. The proposed legislation establishes what

might be considered as the end point of our pre-mobilization curve. The proportions of the three services are well in line with the figures which Congress fixed for the three services in the Selective Service Act of 1948. This authorization bill does not in any respect deprive the Congress of the right to fix the size of the forces in existence at any particular time.

From a statement by The Honorable Kenneth C. Royall, Secretary of the Army, before the House Armed Services Committee, 27 January 1949

General Bradley:

If the Army is to engage in sound long-range security planning, it must be provided a comprehensive military policy, adequately defined and legally authorized by the Congress.

HR 1437 would correlate, in a single act of Congress, the necessary authorizations in personnel, procurement, funds, and authority to enable both the Army and the Air Force to program their needs and devise their plans within the limits clearly marked for them by statute. It would make possible an instant response to danger by providing both services with a cushion for prompt emergency expansion. It would eliminate the immediate need for enabling legislation to bring the Army and Air Force up to a state of war readiness. It would permit Congress to arm the Nation in an emergency and speed war mobilization simply by the appropriation of funds.

The estimate (of 837,000 for the Regular Army) is a minimum one . . . and would not produce an Army capable of anything more than minimum emergency one-shot missions. It represents a compromise between desirable requirements for defense and what we could safely afford short of mobilization for war. For the fiscal year 1950, the Army is recommending a force substantially below that authorization. We readily recognize that there is a reasonable limit to what a nation can safely spend for security without imperiling its economic survival. And it is perfectly apparent that changes in world conditions from year to year, changes in the economic

The pattern of events shows that our military establishment during this period of "cold war" must be an adequate one, adequate for each changing situation. We cannot forecast the length of this uncertain international period, but I think we will all agree that we must plan by a span of years and not from crisis to crisis.

and military health of our allies, will justify fluctuations in the actual strength of the Army.

The Army's capabilities with a force of 837,000 would complement those of a 70 group Air Force in our joint security plan. Only with such a force could we hope to provide ground support for a 70 group Air Force and still undertake those primary defense missions which would devolve upon the Army in the event of war.

In recommending this 837,000 figure, we have not attempted to break it down into separate categories of personnel. To have done so, might have bound us to an inflexible structure, inconsistent with our changing needs. The ratio of officers to enlisted men is not the result of a mathematical formula. Rather it is a variable, fixed by the missions assigned to the Army. If we are relieved of a share of our responsibilities in military government in Germany, Austria, and Japan, our requirements for officers will be reduced. On the other hand, if we are to put added emphasis on the training of our reserves, those officer requirements will be increased. Each year this ratio between officers and enlisted men is reviewed carefully both by the Bureau of the Budget and by the appropriations committees of the Congress.

The ability of the Army to take to the field in a sustained strategic offensive is heavily dependent upon hasty deployment of a ready and well-trained National Guard. At the same time, we must maintain in varying degrees of readiness a strong Organized Reserve.

so organized and formed that its complete mobilization can be accomplished swiftly and in orderly fashion. The Organized Reserve is the reservoir of decisive officer strength. In this bill, we have recommended a total personnel authorization of 750,000 for the National Guard and 980,000 for the Organized Reserve Corps. The National Guard strength represents the maximum that the states could be expected to support. The authorized strength of 980,000 for the Organized Reserve represents the

trained reserve in manpower required to meet mobilization requirements. At the present time it is impractical to assume, or to even envision, that the National Guard and Organized Reserve Corps can attain these strengths without Universal Military Training or some such similar legislation. But in recommending legislative authorizations for long-term needs and for indeterminate conditions, we feel it is wiser to list requirements rather than to limit ourselves to present availabilities.

From a statement by General Omar N. Bradley, Chief of Staff before the House Armed Services Committee, 27 January 1949

Secretary Symington:

In the atomic age of lightning attack, air power instantly capable of defense and sustained effective retaliatory attack is a basic need of the Nation. Without such capacity, when within a few years the one group of countries capable of attacking the United States will possess in quantity the absolute weapon, the lives of our people will be in daily jeopardy. That would not seem to be the proper heritage to leave our children.

Authorizations provided in this bill,

including authorization for twenty-four thousand aircraft (plus annual procurement authorization of fifty-two hundred aircraft), for replacement of unserviceable and obsolete types, and for the creation and maintenance of a serviceable war reserve, round out the provisions for personnel and aircraft. Authorization for funds to be available until obligated and expended . . . places long-range procurement and research planning upon a more business-like basis.

From a statement by The Honorable W. Stuart Symington, Secretary of the Air Force, before the House Armed Services Committee

General Vandenberg:

In the light of world conditions, in case of aggression against the United States, the major tasks to be undertaken by the Air Force are clear—first, the delivery of an immediate and powerful and strategic air offensive against the basic sources of our enemy's war making capacity; second, the defense of the United States and our essential bases against attack by air; and third, tactical support of the Army and Navy in exploitation of the opportunity presented through successful prosecution of the first two tasks.

The success of these operations will gain a situation in which the combined power of all arms could be employed most economically—most favorable opportunities for success and a period of time for the wartime mobilization of our resources. These three basic tasks may

be considered, therefore, as the measures necessary to avoid losing the war. The task of gaining and maintaining air superiority, is a requisite to surface operations. No country can survive for long when the air above it is exploited freely by an enemy. The attainment of this objective permits our surface forces to operate at places and times of their own choosing and under the most favorable conditions.

[Comments on specific items in the bill include: The authorization for 24,000 serviceable aircraft would provide 12,666 aircraft to the Regular Air Force, 4,888 to the reserve forces, and 6,446 to the war reserve. Of the 5,200 aircraft procurable annually, 3,798 would be replacements for obsolete and unserviceable aircraft in service and 1,402 for modernization of the war reserve.]

From a statement by General Hoyt S. Vandenberg, Chief of Staff United States Air Force, before the House Armed Services Committee